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ABSTRACT

This paper presents the results of a study on faculty workload undertaken by the State Higher Education Executive Officers (SHEEO) as part of its ongoing interest in issues of cost and productivity in higher education. The survey not only included responses from SHEEO members in the 50 states, but also from multi-institutional system governing boards, including community college boards, for a total of 71 responses. The paper is organized into four sections. The first section summarizes national survey data on faculty workload and opinions about teaching/research issues. The second section explores state- and system-level issues and priorities and places faculty issues into this broader context. The third section examines the actions of SHEEO agencies, system-level boards, and state legislatures in setting policies and standards regarding several faculty issues, namely: (1) the number and types of faculty; (2) workload; (3) tenure and evaluation; (4) compensation; and (5) use of part-time faculty. The final section focuses on data collection and analysis efforts, exploring the kinds of efforts being made, how data are used and future needs and expectations. Appendix A describes the survey methodology and includes a description of the sample and response rates for various sub-samples. Appendix B contains the survey instrument, and Appendix C consists of supplementary tables. (GLR)

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FACULTY WORKLOAD: STATE and SYSTEM PERSPECTIVES

State Policy and College Learning

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FACULTY WORKLOAD: STATE and SYSTEM PERSPECTIVES

STATE POLICY AND COLLEGE LEARNING

Alene Bycer Russell

November 1992

SHEEO

A joint publication of the State Higher Education Executive Officers and the Education Commission of the States, with support from the Pew Charitable Trusts.

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State Higher Education Executive Officers

The **State Policy and College Learning** (SPCL) project was initiated by the Education Commission of the States, with primary funding provided by a grant from The Pew Charitable Trusts. The project was undertaken because of a strong concern that there are serious disincentives in higher education which diminish faculty commitment to teaching, particularly with regard to the impact of state policy on institutions. To counter these trends, it will require nothing short of a fundamental transformation of institutional, system and state policies regarding finance, governance and management. To that end, the project seeks to foster a new vision of the kinds of state policies that will support a resurgence of attention to creativity and innovation in college teaching.

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This publication is part of a series examining the issue of faculty workload and productivity. Other publications in the series include: *A Case Study of Faculty Workload Issues in Arizona: Implications for State Higher Education Policy* by Stephen M. Jordan and Daniel T. Layzell; and *An Agenda for Reshaping Faculty Productivity* by Richard B. Heydinger and Hasan Simsek. Each of the two publications listed above is $5.50 plus $2.50 postage and handling ($8 total) from SHEEO or ECS. The three publications are available as a package for $16.10 plus $3.90 postage and handling ($20 total).

The Education Commission of the States is a nonprofit, nationwide interstate compact formed in 1965. The primary purpose of the commission is to help governors, state legislators, state education officials and others develop policies to improve the quality of education at all levels. Forty-nine states, the District of Columbia, American Samoa, Puerto Rico and the Virgin Islands are members.

The State Higher Education Executive Officers is a nonprofit, nationwide association of the chief executive officers serving statewide coordinating boards and governing boards of postsecondary education. Forty-nine states, the District of Columbia and Puerto Rico are members.

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FOREWORD

Three fundamental issues in higher education — cost, quality and access — are on a collision course in many states. Costs are on the rise at a time when state support is being cut. The quality of higher education, especially its undergraduate component, is being seriously questioned both from inside the academy and from the public at large. Most disturbing, states are rethinking their commitments to access in light of financial pressures and high attrition rates. Enrollment caps, reductions in class offerings and increased admissions standards in many states are being used to manage enrollments to match current financial resources. Given the continuation of tight resources, institutions may be faced with either significantly changing the "production process" or dramatically cutting back on access.

At the center of this debate are questions about the faculty: how they spend their time, how they are compensated and rewarded, and whether their priorities match those of the public. As one campus president said recently, "We seem to be selling research, while all the public wants to buy is teaching."

This discontinuity between priorities as defined by the academy and as expressed by students, parents, and legislators is a source of continuing tension. Caught in the middle, as usual, are state and multicampus boards of higher education. Reluctant to violate campus autonomy and seeking ways to balance the multiple goals of teaching, research and service, they look for answers to the public's question, "What do faculty do?" Knowing that legislative intrusion is always a possibility, state boards search for policy levers to influence faculty reward structures and priorities.

Given the level of public interest and the need for state boards to respond, SHEEO undertook a series of studies to examine the issue of faculty productivity. The report which follows, by Alene Russell, a research associate for the SHEEO/NCES Communication Network, summarizes the available national data on faculty workload and analyzes the results of a survey of state boards of higher education and

multicampus systems. The purpose of the survey was to determine the current level of policy development and data collection on faculty issues by these boards and state legislatures.

In addition, two other reports have been released by SHEEO on this subject. Dan Layzell and Steve Jordan discuss the implications of the recent Arizona study of faculty in *A Case Study of Faculty Workload Issues in Arizona: Implications for State Higher Education Policy*, while Richard Heydinger offers his ideas of ways to significantly alter faculty compensation and reward systems in *An Agenda for Reshaping Faculty Productivity*.

Each of these studies is part of the Education Commission of the State's project on "State Policy and College Learning" sponsored by The Pew Charitable Trusts. The views expressed herein are those of the author and do not necessarily reflect the views of the Pew Charitable Trusts. On behalf of the authors and the SHEEO membership, I would like to thank both ECS and Pew for their support.

James R. Mingle
Executive Director
State Higher Education Executive Officers

INTRODUCTION

Public higher education is increasingly under fire in this country as tuition rates climb, as competition for public dollars increases and as the quality of undergraduate education is questioned. Policy makers and the public at large are demanding greater accountability in how their tax dollars are being spent, and they are asserting more and more that these dollars are being misspent. State legislatures are intervening in areas once the sole province of college and university administrations. Even a U.S. Congressional committee recently condemned our higher education institutions for their lack of responsiveness to the needs of college students.

Increasingly, this public discussion is focusing on the use of faculty resources—how many hours faculty work, what they do with their time and how they are rewarded. An image is being put forth of what is wrong with higher education: generously-paid professors do very little teaching, research takes priority over teaching and undergraduate students suffer in the process by paying more while their educational needs are neglected.

The validity of these public claims is indeed subject to debate, and it is useful to explore whether and how the professoriate has changed in recent decades. Regardless of the accuracy of these claims, however, higher education officials at all levels must be prepared to respond to them. The times are such that the resolution of faculty issues can no longer be confined to the institutional level. In the process, interesting questions emerge concerning who is doing what, and why. Especially in the face of growing public criticism, it is useful to explore how state-level coordinating boards and system governing boards are dealing with faculty matters. How these agencies define issues of importance and how they act on them are the central concerns of this report.

Specifically, this report presents the results of a study of faculty workload issues undertaken by the State Higher Education Executive Officers (SHEEO) as part of its ongoing interest in cost/productivity issues in higher education. A major part of this effort was a survey conducted in mid-1992 to examine how state higher education boards and multi-institution system boards, primary actors in shaping higher education policies, view and respond to faculty issues in the overall context of the challenges of the 1990s. Another part of the effort consisted of the review and re-analysis of several major national data sources on faculty. The SHEEO study addressed the following questions:

- How much do faculty members really work each week? How much do they teach? Have these hours declined in recent decades? How has the professoriate changed relative to teaching and research?
- How do higher education boards articulate faculty concerns? How do faculty issues compare in importance to other matters? Which faculty matters are of most concern?
- What is being done at the system and state levels to deal with these faculty issues? To what extent are state legislatures involved?
- To what extent are state agencies and system boards involved in the collection and analysis of faculty data? What do these data tell us and what purposes do they serve? What future information needs are there?

The State Higher Education Executive Officers is in a unique position to address the state policy perspective on higher education issues. SHEEO's membership includes the statewide higher education boards of 49 states, the District of Columbia and Puerto Rico. Thirty members are coordinating boards, agencies that mediate between the governing boards of institutions and the governor and legislature, with varying degrees of authority. Twenty-five SHEEO members are governing boards with significantly greater roles in governing multi-campus systems.[1]

SHEEO periodically conducts membership surveys on current topics, and is instrumental in informing both its membership and the wider community about state policy perspectives. Normally, SHEEO survey reports treat the state as the unit of analysis, de-emphasizing differences between coordinating and governing board responses. The current survey varies somewhat from this practice since it was expanded beyond SHEEO membership to include additional multi-institutional system governing boards, including community college boards. This was done to produce a more complete picture of the extra-institutional activity

[1] Note that there are joint members (two boards) in four states, that Wyoming is not currently a member, and that these totals include the District of Columbia and Puerto Rico.

that takes place regarding faculty workload and other issues. Consequently, this survey does not describe the national picture in terms of 50 state units, but rather in terms of overall board-level activity as reported by 71 respondents. In addition, it explores the differences between coordinating boards and governing boards as they approach faculty issues.

This paper is organized into four sections. The first summarizes national survey data on faculty workload and opinions about teaching/research issues. This provides a context for understanding the faculty resource issues that SHEEOs and system executives address. The second section explores state- and system-level issues and priorities and places faculty issues into this broader context. The third section explores the actions of SHEEO agencies, system-level boards, and state legislatures in setting policies and standards regarding several faculty issues: the number and types of faculty, workload, tenure and evaluation, compensation and use of part-time faculty. The last section focuses on data collection and analysis efforts, exploring the kinds of efforts being made, how data are used and future needs and expectations. Appendix A describes the survey methodology in some detail and includes a description of the sample and response rates for various sub-samples. Appendix B contains the survey instrument. Appendix C consists of the supplementary tables referred to in the text, labeled C-1, C-2, and so on.

NATIONAL STUDIES OF FACULTY

On the surface, questions about how much faculty members work in general, and how much they teach in particular, would seem to be easy questions to answer. How this has changed over time, as well, ought to be answerable in a straightforward way. Certainly, we assume, these data have been collected for many years, and the answers must be available—somewhere.

Our experience in tracking down these data argue to the contrary, however. Modern efforts at assessing faculty workload may be traced to the 1950s when several large institutions began to gather pertinent data on faculty. In 1959, the American Council of Education and the three regional coordinating boards (NEBHE, SREB and WICHE) jointly sponsored a conference on the subject, noting that the problems inherent in measuring faculty workload were of "immediate and practical interest to many institutions" and should be discussed.[2] Pressure for compatible data grew in the 1960s as statewide systems of higher education emerged. Since that time, several national faculty studies have been conducted by major higher education organizations to address a variety of policy issues.[3] Despite all these efforts, we assert that there is a remarkable absence of consistent, over-time measures of faculty workload permitting simple answers to these very basic questions. Specifically, differing sampling frames (e.g., including or not including part-time faculty), varied wording of survey questions (e.g., asking about undergraduate teaching only or combining both undergraduate and graduate teaching), and different analytical

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[2] See Kevin Bunnell (editor), Faculty Work Load, American Council on Education, 1960, for a summary of this conference.

[3] For an excellent summary of national faculty surveys, their uses and methodological limitations, see John W. Creswell, Jay L. Chronister, and Martha L. Brown, "The Characteristics and Utility of National Faculty Surveys" in Charles S. Lenth (editor), Using National Data Bases, New Directions for Institutional Research, Number 69, Spring 1991, Jossey-Bass Inc.

approaches (e.g., using means, medians, or categorical percentages) limit the comparability of these data.[4]

Having stated these limitations, it is possible to present some limited data on faculty workload. Table 1 presents the most consistent data available pertaining to total faculty workload, and corroborates the findings of many smaller studies. Specifically, faculty work on average over 50 hours per week, and this has probably increased in recent years. Faculty at research universities work the most hours per week, and two-year faculty work the least—though still well over the 40-hour standard. These figures include all faculty work activities: direct and indirect instructional activities, research, and public service.

Turning to teaching hours specifically, Table 2 presents ranges or estimates of median undergraduate teaching hours per week, based on a re-analysis of Carnegie data.[5] Briefly, these data indicate that full-time faculty members, in general, teach approximately nine hours of undergraduate classes per week, and this has not varied significantly since 1975. Undergraduate teaching loads vary from a low of approximately three hours per week for faculty at research universities to 14 hours per week for two-year college faculty. Two other data sources, presented in Table 3, speak to the current situation only; they include graduate instruction and present slightly higher estimates. It is virtually impossible to resolve the differences among these data sources, but we have some confidence in these figures as approximations of reality. To summarize, research faculty teach six to seven hours per week, perhaps half of this in undergraduate courses; other four-year college faculty teach in the range of eight to 10 hours per week; and two-year college faculty teach fourteen to sixteen hours per week.

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[4] For example, four Carnegie surveys were conducted between 1969 and 1989, and all included questions about faculty workload; the data are incompatible, however, and publications based on the latest survey have not addressed changes in workload.

[5] Because of the way questions were worded, it was impossible to include graduate teaching in estimates of total teaching loads. Also, 1969 data were completely incompatible.

TABLE 1
FACULTY WORKLOAD: TOTAL HOURS PER WEEK SPENT IN ALL ACTIVITIES

	ALL	CARNEGIE CLASSIFICATION					All 4-yr
		Research	Doctoral	Compre-hensive	Liberal Arts	All 2-yr	
Ladd/Lipset (1977)	44	46	46	45	42	37	
Faculty at Work (1988)	52	55	54	53	53	47	54
NSOPF (1988)	53	57	54	52	52	47	54

Sources: Ladd/Lipset (1977) refers to the 1977 Survey of the American Professoriate, directed by E. C. Ladd and S. M. Lipset. The data cited here were published in Everett C. Ladd, Jr., "The Work Experience of American College Professors: Some Data and an Argument in Current Issues in Higher Education, 1979, pp. 3-12.

Faculty at Work (1988) refers to a 1988 study sponsored by the U.S. Department of Education's Office of Educational Research and Improvement (OERI) and the National Center for Research to Improve Postsecondary Teaching and Learning (NCRIPTAL) at the University of Michigan. These data were supplied by Robert Blackburn at NCRIPTAL.

NSOPF (1988) refers to the National Survey of Postsecondary Faculty, conducted by the U.S. Department of Education, National Center for Education Statistics. The data cited here were taken from the March 1990 NCES Survey Report Faculty in Higher Education Institutions, 1988.

Actual workweek and classroom hours tell only part of the picture, however, and the Carnegie data offer other evidence of dramatic changes in the professoriate since 1969. Tables 4 through 6 present attitudinal data from the four Carnegie surveys and support the notion that a major shift has taken place in recent years in the teaching/research balance. First, Table 4 indicates that the interests of the majority of faculty (72%) lie primarily in teaching rather than research, but interest in teaching has declined sharply for faculty in research and doctoral-granting institutions, and modestly for faculty in comprehensive and liberal arts colleges. Table 5 reveals even more striking decreases in the percentage agreeing that "teaching effectiveness, not publications, should be the primary criterion for promotion of faculty." Again, the decline is most evident in research and doctorate-granting institutions. Finally, Table 6, presenting faculty agreement with the statement "it is difficult for a person to receive tenure if he/she does not publish," shows the most notable changes of all: compared to two decades ago, significantly larger numbers of professors nationwide agree that research

publications are needed for tenure, and only community college faculty are exempt from the trend.

TABLE 2
ESTIMATED MEDIAN UNDERGRADUATE HOURS PER WEEK[6]
(ALL FULL-TIME FACULTY)

	1975	1984	1989
Research	3.4-3.8	3.4-3.6	2.6-3.8
Doctorate-granting	5.6-6.0	5.5-5.7	4.6-6.4
Comprehensive	9.6-9.8	9.2-9.3	8.4-8.8
Liberal Arts	9.7-9.9	9.5-9.6	9.2-9.6
Two-year	13.8-13.9	14.2-14.3	13.7-14.6
ALL RESPONDENTS	8.9-9.3	7.7-9.0	8.4-9.2

Source: Data supplied by the Carnegie Foundation for the Advancement of Teaching

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[6]When asked to respond how many hours per week they spend in undergraduate teaching, many faculty members simply left the question blank. Analysis of the pattern of "no answers" strongly suggests that these are not random, and that a "no answer" most likely indicates "no hours taught." However, we cannot assume all "no answers" represent this; some may simply be the result of carelessness in responding.

To address this problem of ambiguity in the data, we have calculated a median range rather than a simple median. The low end of the median range treats all "no answers" as if they equal "no undergraduate hours." The high end of the median range treats all "no answers" as if they were random. The actual median lies somewhere between these two points.

TABLE 3
HOURS PER WEEK SPENT IN CLASSROOM TEACHING

	All	CARNEGIE CLASSIFICATION					ALL 4-YR
		Research	Doctoral	Comprehensive	Liberal Arts	All 2-yr	
NSOPF 1988 (mean hours per week)	9.8	6.4	8.5	10.6	10.6	15.2	8.5
HERI 1989-90 (median hours per week)	10.5	7.4 (universities)			10.9 (4-yr colleges)	16.0	9.5

Sources: The National Survey of Postsecondary Faculty (NSOPF 1988) data cited here were taken from the U.S. Department of Education, National Center for Education Statistics, The Condition of Education, 1991, p. 96.

HERI (1989-90) refers to a national faculty survey conducted by the Higher Education Research Institute (HERI) at the University of California at Los Angeles. The data presented here were supplied by Eric L. Dey at HERI.

TABLE 4
DO YOUR INTERESTS LIE PRIMARILY IN TEACHING OR IN RESEARCH?
(Percent Very Heavily in Teaching or Leaning Toward Teaching)

	1969	1975	1984	1989
Research	57%	49%	39%	36%
Doctorate-granting	71%	66%	63%	57%
Comprehensive	86%	84%	75%	78%
Liberal Arts	90%	85%	85%	84%
Two-year	95%	94%	92%	93%
ALL RESPONDENTS	76%	75%	70%	72%

Source: Data supplied by the Carnegie Foundation for the Advancement of Teaching.

TABLE 5

TEACHING EFFECTIVENESS, NOT PUBLICATIONS, SHOULD BE THE PRIMARY CRITERION FOR PROMOTION OF FACULTY
(Percent Strongly Agreeing or Agreeing with Reservations)

	1969	1975	1984	1989
Research	59%	48%	34%	27%
Doctorate-granting	72%	65%	53%	48%
Comprehensive	86%	84%	72%	75%
Liberal Arts	92%	91%	83%	82%
Two-year	96%	96%	88%	95%
ALL RESPONDENTS	77%	75%	65%	69%

Source: Data supplied by the Carnegie Foundation for the Advancement of Teaching

TABLE 6

IT IS DIFFICULT FOR A PERSON TO RECEIVE TENURE IF HE/SHE DOES NOT PUBLISH
(Percent Strongly Agreeing or Agreeing With Reservations)

	1969	1975	1984	1989
Research	74%	86%	92%	94%
Doctorate-granting	55%	67%	85%	88%
Comprehensive	19%	33%	54%	65%
Liberal Arts	18%	22%	35%	39%
Two-year	6%	9%	8%	7%
ALL RESPONDENTS	41%	46%	55%	59%

Source: Data supplied by the Carnegie Foundation for the Advancement of Teaching

Table 7, based on the National Survey of Postsecondary Faculty (NSOPF-88), presents another interesting slant. By and large, if looking for another job, American professors would want to do more research and less teaching. Moreover, this holds true for all types of institutions, including community colleges, as shown in Appendix C in Tables C-1 and C-2. How can these views be reconciled with the Carnegie findings from Table 4 that stress the teaching interests of faculty?

TABLE 7
PERCENTAGE OF FACULTY WHO WOULD LIKE TO DO LESS, THE SAME AMOUNT, OR MORE OF VARIOUS KINDS OF WORK ACTIVITIES

	If Changed Jobs, Would Want to Do:		
	Less of This	Same Amount	More of This
Research	8	42	50
Teaching	30	60	11
Advising students	19	67	14
Service activities	35	55	10
Administration	40	45	15

Source: U.S. Department of Education. National Center for Education Statistics, Profiles of Faculty in Higher Education Institutions, 1988, August 1991, a Statistical Analysis Report from the 1988 National Survey of Postsecondary Faculty (NSOPF-88).

Clearly, the explanation lies in the fact that professors characterize the realities of the job market apart from their own personal likes and dislikes — specifically, their tendency to value teaching. They are well aware of the prestige and salary advantages accorded to research, and they know they must publish to prosper in their profession. Since future promotions and future jobs depend on it, faculty indeed would like more time for research, and less to be taken up with teaching. Even those in the two-year sector might aspire to move to the four-year sector, and they are particularly at a disadvantage if they never have had the opportunity to publish.

Taken as a whole, several conclusions can be drawn from these national data. First, the general public is probably not aware of how much faculty members actually work, nor of the variety of activities they engage in. Second, without going back to the pre-World War II situation that pre-dated the modern research university, our evidence does not support the claim that faculty are teaching significantly less. In effect, research faculty have always

taught very little. Third, there is enormous diversity within the American higher education system regarding teaching/research criteria for tenure. Research universities are at one extreme, and two-year colleges are at the other — singularly emphasizing college teaching. Fourth, changes in recent decades have been most dramatic precisely for the middle institutional types; in effect, the research university model is being imitated by other higher education institutions. This stems in part from the fact that faculty perceive themselves as part of the whole system of higher education, not limited to the particular institution or sector to which they currently belong. Finally, it is noteworthy that the vast majority of faculty still favor teaching to research, and would prefer to be evaluated on the basis of teaching effectiveness. This fundamental characteristic of the American professoriate should offer some hope to those pushing for reform of the current reward structure for faculty.

THE SHEEO SURVEY: ISSUES AND PRIORITIES

Overall State Issues

The national data on faculty workload raise many critical issues for higher education executives. In particular, questions about faculty resource management are crucial in a time of financial urgency. However, these issues cannot be separated from a large number of equally pressing issues. The SHEEO survey sought to determine: what are the most important issues and priorities in higher education today? Are faculty issues perceived as among the most important, and how are they commonly articulated? To set the stage for exploring faculty issues in some detail, the SHEEO survey asked respondents — state higher education executive officers (SHEEOs) and system executives or their designees — to rate 14 current issues in terms of level of importance.

Table 8 summarizes these findings, giving percentages indicating an issue is "very important" and overall mean scores. Clearly, the dominant issue is the "adequacy of overall state financial support," cited as "very important" by two thirds of all respondents. This subjective response is not surprising, reflecting an objective reality: 1991-92 marked the first year since this information has been available in which total state appropriations actually declined from the year before, and 1992-93 appropriations continued this trend with the first two-year drop in history.[7] Three other issues were cited as "very important" by approximately half of the sample: the quality of undergraduate education, minority student access and achievement, and effectiveness and accountability in higher education. In contrast, only a quarter of all respondents cited faculty workload and productivity as "very important," while only 7% felt

[7] See Edward R. Hines, State Higher Education Appropriations 1991-92, State Higher Education Executive Officers, 1992, for a complete discussion of 1991-92 data. See the Chronicle of Higher Education, October 21, 1992, for information on 1992-93 state appropriations.

state roles in addressing faculty needs and issues was a "very important" issue.[8]

TABLE 8
Q1. STATE ISSUES AND PRIORITIES

	% "Very Important" (N=71)	Mean Score* (N=71)
A. Quality of undergraduate education	55%	1.65
B. Minority student access and achievement	49%	1.72
C. Teacher education and preparation	30%	2.13
D. Effectiveness and accountability in higher education	49%	1.62
E. Review of institutional roles and missions	21%	2.54
F. Adequacy of overall state financial support	68%	1.46
G. Tuition rates and overall student costs	31%	1.96
H. Amount and types of student financial aid	16%	2.28
I. Linkages between secondary and postsecondary	17%	2.28
J. Workforce training and education	24%	2.27
K. Adequacy of support for university research, specialized graduate education, and other economic development initiatives	11%	2.86
L. Adequacy and maintenance of physical facilities	17%	2.51
M. State roles in addressing faculty needs and issues	7%	3.24
N. Faculty workload and productivity	24%	2.23

*Based on the following scale: 1 = very important 2 3 4 5 = not important

These findings may be somewhat misleading, however, in underestimating the perceived importance of faculty issues. In fact, we will argue that faculty issues are frequently addressed under the rubric of certain key umbrella issues — broad accountability

[8] See Tables C-3 and C-4 in Appendix C for sub-sample differences. Briefly, governing board chiefs rate "faculty workload and productivity" issues somewhat more important than do coordinating board chiefs.

concerns and quality of undergraduate education. Faculty issues are less often articulated as independent, discrete areas of major concern.

Most Important Issues for the 1990s: State Support and Accountability

In two related open-ended questions, SHEEOs and system heads described in their own words, the most important **financial** issue for higher education in their states through the 1990s, and the most important **non-financial** issue. Significantly, many of them were unable to pick just a single issue, communicating instead the interrelatedness of many issues.[9] Also, concern about finances was evident throughout.

Two issues clearly dominate financial concerns, as summarized in Table 9. First, a total of 63% of respondents cited the level of state support as the most important financial issue for the future, if we add together the more crisis-oriented comments about inadequacy or decline in the level of state support (46%) and the more neutral comments describing a general uncertainty about the level of state support (17%). Second, 42% of respondents were concerned about the shifting balance between state support and tuition revenues, including concern that high tuition might have an adverse effect on access to higher education.[10] It is also noteworthy that a small number of respondents (7%) indicated that offering competitive faculty salaries was an important issue.

Significantly, financial worries carried over into comments about the most important **non-financial** concern for the 1990s. As one respondent expressed, "in the current climate, there is unfortunately no such thing as a non-financial issue." Only one issue area was mentioned in very large numbers (see Table 10), and that area refers to public trust in how funds are spent: 47% of respondents mentioned that accountability, effectiveness, or productivity was the most important non-financial issue for the nineties. Typical of these sentiments, the Louisiana Board of Regents commented:

> Accountability for students who come through the system. There is a growing mood among citizens and legislators that higher education has not been accountable in its actions of the last 10-20 years. Increasingly, attention is focusing on retention rates, graduation rates, service to local areas, etc. Additionally, higher education has not been as active as it could have been in assisting the state to improve its economic

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[9] In fact, although respondents were asked to name only one item in each question, all comments were actually coded. The result was an average of 1.7 financial issues per survey and 1.9 non-financial issues.

[10] Table C-5 in the appendix presents sub-sample differences.

development activities. Although low funding has been the major factor in this lack of activity, the state's legislators and citizens are convinced we could do more with less.

TABLE 9

Q2A. MOST IMPORTANT FINANCIAL ISSUES FOR HIGHER EDUCATION IN THE 1990s

	% Mentioning This Issue (N=69)
General uncertainty/concern about level of state support	17%
Inadequacy or decline in level of state support/retrenchment/need to downsize	46%
Need to fund for enrollment growth/expansion	13%
Need to fund for capital investment/improvements	12%
Need to fund for quality improvement	9%
Need to offer competitive faculty salaries or to increase faculty salaries	7%
Shifting balance between state support and tuition revenues/concern about high tuition and student access	42%
Concern about cost effectiveness/productivity/accountability	10%
Other	12%

The Illinois Community College Board's comments parallel these thoughts:

> The public will be demanding more and more accountability from higher education. As state funds for higher education become more scarce, there will be a demand to account for how these are being spent and what has been achieved with their use. Productivity and other outcome measures will be the primary focus.

Clearly, concerns about use of faculty resources are evident here, but they represent only one part of a complex issue.

TABLE 10
Q2B. MOST IMPORTANT NONFINANCIAL ISSUES FOR HIGHER EDUCATION IN THE 1990s

	% Mentioning This Issue (N=68)
General planning/coordination issues; governance issues	13%
Developing/implementing differentiated institutional missions	15%
Access issues	25%
Minority issues	10%
Admissions standards or issues	6%
Quality of undergraduate education	25%
Collaboration among education sectors/articulation and transfer issues	13%
Workforce issues	6%
Use of innovative technology	4%
Faculty issues	18%
Public perceptions/accountability/effectiveness/ efficiency/productivity	47%
Other issues	10%

Two other areas were identified by a quarter of survey respondents: concern about access, and concern about quality. Again, these concerns are permeated by financial worries and faculty questions. From Rhode Island:

> How do the public institutions of higher education continue to serve the growing number of students who wish to attend when state appropriations are decreasing and the pressure is great to keep tuitions at affordable levels? Both faculties and physical plants have felt the stress of growing student bodies with little relief in sight. The lack of congruence between demands on the system without corresponding growth in revenues continues to create problems.

Other states emphasized diversity rather than finances in raising access issues, while the state colleges in Colorado combined these two perspectives in posing the question: "How much 'access' is necessary? What is the appropriate level of access: geographic, financial, program?"

Turning to concern about quality, many statements integrated concerns about finances, access, and faculty, as this comment from Nevada illustrates:

> Maintaining quality of programs while meeting demands of a growing population. With formula funding based on student FTE, growth in student enrollment may require more resources than the state is able to provide. This will leave no resources to address capital needs, new program needs, "quality" needs, i.e., lower student/faculty ratios, library and equipment needs, student service needs. This scenario will require "choices." How will the conflicting interests represented in these "choices" be served?

Clearly, these comments express a multiplicity of interrelated and competing concerns, all affected by state funding levels.

Faculty issues were mentioned by nearly one in five respondents (18%) with three quarters of these raising issues related to workload and productivity. These issues were commonly described in terms like "faculty rewards and productivity," the "balance between teaching, service, and research," and "faculty workload." The comments tended to be brief, implying that the meaning of this issue is quite obvious and needs no further elaboration.[11]

A few respondents, including the Board of Regents of Regency Universities in Illinois, raised faculty issues from a different perspective:

> Faculty support. Many issues will affect the standing of faculty — downsizing of institutions, constraints on mission, the greying of the workforce, diminishment of support for research and service, increased emphasis on diversity. The result will be a lot of change, confusion, and ambiguity over the standing, role, and productivity of the professoriate.

These words express a more sympathetic and discerning view of the faculty situation.

In sum, co-existing with and related to ever-present financial anxiety, a wide variety of non-financial issues are important to SHEEOs and system heads. Across the country, however, attention to accountability and productivity clearly dominates these concerns. Faculty workload and productivity represent one part of this issue, but in the minds of SHEEOs, these issues are not synonymous. South Carolina expressed these connections quite well in describing its most important non-financial issue for the 1990s as:

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[11] Table C-6 in the appendix presents differences by sub-samples. Briefly, faculty issues were cited nearly twice as often by governing board chiefs as coordinating board chiefs, 23% compared to 12%.

The closely allied questions of productivity and accountability. We have a comprehensive institutional effectiveness plan in place, authorized by the General Assembly in 1988 and implemented by the Commission in phases, to be completely phased in during calendar year 1993. Additionally, "report card" legislation was adopted in the 1992 session of the General Assembly requiring an additional list of accountability indicators. Finally, the Commission has already undertaken initial research on a faculty productivity study to be completed in fiscal year 1992-93.

Faculty Issues

Equipped with an understanding of the dominance of financial concerns and the growing pressures for public accountability, this section turns in more detail to the specific faculty issues of concern in the states. Question 3 on the survey asked respondents to rate nine faculty issues in terms of level of importance. Table 11 summarizes both the percentage of "very important" responses and the mean score of each item for the overall sample. Before examining this table in detail, however, an overall comparison to Table 8 reveals a most significant finding: by and large, the faculty issues presented in Table 11 are rated much lower in importance than many other issues in Table 8. This suggests that as stand-alone and quite narrow issues, these faculty matters are of relatively low importance. Viewed in the broader context, as we will see, they carry significantly more weight.

Faculty salaries were the most frequently cited "very important" faculty issue (30%), but in view of the verbatim comments from other parts of the survey, SHEEOs and system heads have a very different position on this issue from that of the general public. SHEEOs and system presidents are concerned that faculty members are not paid enough, or that they will lose top faculty if they cannot manage to pay them competitive salaries. The common stereotype, in contrast, finds faculty members being paid too much, often for too little work.

Concern about faculty reward structures was rated "very important" by a quarter of all respondents, closely following faculty salaries. In this instance, however, other comments about teaching/research conflicts suggest that the SHEEO/system perspective matches the public's — there is concern that research is overvalued in determining faculty salaries, tenure, and promotions, and that teaching is undervalued.[12] However, the fact that three quarters of our survey respondents did not rate reward structures as "very important" indicates that many higher education executives simply do not view it with the single-minded sense of urgency found among some segments of the public.

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[12] This viewpoint would seem to be well-justified, based on the national trends presented in Tables 4 through 6. Indeed, emphasis on research and publications has grown tremendously in recent decades.

TABLE 11
Q3. FACULTY WORKLOAD ISSUES

	% "Very Important" (N=69)	Mean Score* (N=69)
A. Standards for minimum faculty teaching loads	15%	2.73
B. Who teaches courses at what levels	12%	2.91
C. Quality and use of part-time faculty (including teaching assistants and adjuncts)	10%	2.67
D. Faculty time spent in research	12%	2.46
E. Faculty salaries	30%	1.88
F. Faculty reward structures	25%	2.19
G. Faculty income from outside consulting	4%	3.62
H. Research contribution of faculty to growth of state/national economy	9%	2.71
I. Using role and mission to influence faculty policies (workload, tenure, promotion)	12%	2.79

*Based on the following scale: 1 = very important 2 3 4 5 = not important

Five other faculty issues were rated as very important by 10% to 15% of respondents: standards for minimum faculty teaching loads; who teaches courses at what levels; faculty time spent in research; using role and mission to influence faculty policies; and the quality and use of part-time faculty. Nine percent felt the research contribution of faculty to growth of the economy was a very important issue in their states, and only 4% cited faculty income from outside consulting as a "very important" issue.

Tables C-7 and C-8 in the appendix show the breakdowns by sub-samples on faculty issues. To generalize very broadly, certain key faculty issues are of much greater importance for system governing boards than for coordinating boards. These include faculty salaries (40% compared to 19%, respectively), faculty reward structures (31% compared to 19%), and the quality and use of part-time faculty (14% compared to 4%). These differences between govering boards and coordinating boards will be echoed in our discussion of policy setting and data collection activities.

What do these findings reveal about the importance of faculty issues? Are SHEEOs and system heads unconcerned with the very matters that the public, state legislators, and some media spokesmen define as critical? The answer is not a simple yes or no. What seems clear is that these higher education executives place faculty questions into a hierarchy of interrelated concerns, and within this hierarchy, faculty matters *per se* do not dominate. Instead, urgent financial circumstances take precedence, and concerns about accountability and productivity are defined in a broad context. Faculty concerns, in effect, are embedded within these broad umbrella concerns.

Moreover, even when recognizing the importance of many of these faculty issues, SHEEOs and system executives may be reluctant to promote involvement at the state level. While expressed by one coordinating board chief, the following sentiments could just as well describe the viewpoints of many other state executives:

> All [of these faculty issues] are important in the state, but most are predominantly of interest/concern at the institutional level. Institutions have considerable autonomy and flexibility in the management of faculty resources and reward systems. The state would not be likely to intervene in the absence of negative publicity or scandal or poor management. At the state agency level, we've approached these issues more indirectly — by focusing on how to improve the quality of undergraduate education.

In interpreting these survey findings, it should be noted that in addition to responsibility for the quality of undergraduate education, many of the respondents are also concerned with graduate and professional studies, and with major research operations that produce other societal benefits. Comparing these respondents to the general public, there is both greater understanding of the diverse functions that faculty serve, and greater willingness to reward faculty for what they do. That is, SHEEOs and system executives operate from a broad perspective of the interconnectedness of many higher education issues, and are less likely to focus "blame" on any one component. Thus, faculty resource management is not singled out as the problem most in need of a "quick fix" at the state level.

POLICIES AND STANDARDS

Faculty issues such as workload, tenure and evaluation, and compensation have traditionally been addressed at the college or university level. Not many decades ago, any external interference in these matters would have been considered unacceptable. However, as financial pressures multiply and the demands for public accountability grow, external bodies may increasingly become involved in faculty matters. One aim of this survey was to determine the extent of such activity, both in terms of policies and standards and in terms of state legislation. What exactly are coordinating boards, governing boards, and state legislatures doing about faculty issues and concerns?

Question 4 of the survey asked SHEEOs and system heads to describe their involvement in several policy areas related to faculty — to indicate whether their agencies "have existing policies and standards" in certain faculty matters, whether they are "considering policies and standards" in these areas, or whether they are "not involved" in these areas. Through verbatim comments that describe these policies, some explanatory information was provided. In fact, the responses to this question were less illuminating than desired, with some of the written comments casting doubt on the objective validity of some circled codes. We can infer from their comments that the phrase "policies and standards" means different things to different people. In effect, to say that a "policy or standard" exists tells us very little about the manner in which extra-institutional authority is being exercised or about the extent of that involvement.[13]

Given this caveat, however, we did seek to extract as much meaningful information as possible from these answers. At minimum, we determined, these responses provide a subjective reading on

[13] For example, a general policy on faculty workload might state that institutions must establish their own policies on faculty workload. Does this count as a state policy or not? Clearly, no standards are being set or even suggested, yet the agency does maintain that they have a "policy" on faculty workload.

whether there is involvement in each area. Moreover, we assume there is some objective validity to these responses, even if the meaning of "policies and standards" does vary.[14]

The "Total" column in Table 12 indicates that, indeed, there has been a sizable amount of board activity in regard to faculty issues, with the three areas of most widespread policies and standards relating to faculty tenure and evaluation, faculty compensation, and faculty teaching load/workload. Three fifths or more of the agencies surveyed either had existing policies and standards in these areas or are currently considering them. Use of part-time faculty, including teaching assistants, is an activity for nearly half of all agencies surveyed, and the number and types of faculty positions are addressed by about a third of all agencies surveyed. Significantly, there is a smaller proportion of existing policies on faculty workload, and a relatively large proportion of policies under consideration. In other words, faculty workload is an area with much recent involvement. Likewise, there is a sizable proportion of recent activity concerning the use of part-time faculty.

These overall figures hide some interesting differences among the types of boards surveyed. Briefly, there are significantly more existing policies and standards on faculty at the system governing board level than among coordinating boards. In fact, there is evidence of wide-spread involvement in several issue areas. Specifically, 89% of all multi-institutional system governing boards stated that they have existing policies and standards on faculty tenure and evaluation (compared to 19% for coordinating boards), 80% on faculty compensation (compared to 23%), 60% on faculty workload (compared to 12%), and 42% on number and types of faculty positions (compared to 8%). There is more consistency regarding policies on the use of part-time faculty (32% and 24%, respectively). Though the community college sample is too small to offer conclusive evidence, the findings do suggest that policies and standards related to faculty issues are fairly common among this group. Despite the tradition of institutional autonomy in faculty matters, governing boards have clearly been addressing these matters.

[14] In effect, we accept the respondent's judgment at face value. If he/she chooses to "count" a particular policy, regardless of how general it might be, then we too recognize the existence of that policy. Dramatic differences between coordinating and governing board responses to some degree support our conclusion that there is indeed meaningful information embedded in these less-than-perfect responses.

TABLE 12
Q4. SHEEO/SYSTEM POLICIES AND STANDARDS RELATED TO FACULTY

	Percent of Each Group			
	Coord. Board (N=26)	Gov. Board (N=35)	Com. Coll. Board (N=8)	Total (N=69)
A. Number and types of faculty positions:				
Existing policies/standards	8%	42%	38%	29%
Considering policies/standards	4%	6%	0%	5%
B. Faculty teaching load/workload:				
Existing policies/standards	12%	60%	50%	41%
Considering policies/standards	35%	26%	0%	26%
C. Faculty tenure and evaluation:				
Existing policies/standards	19%	89%	50%	58%
Considering policies/standards	0%	3%	0%	1%
D. Faculty compensation:				
Existing policies/standards	23%	80%	38%	54%
Considering policies/standards	8%	9%	25%	10%
E. Use of part-time faculty, including TAs:				
Existing policies/standards	24%	32%	25%	28%
Considering policies/standards	20%	18%	25%	19%

We also explored differences among the sub-samples regarding proportions of existing policies relative to policies under consideration. The most interesting finding relates to faculty workload: only 12% of the coordinating board sample have existing policies and standards, while 35% are considering such standards; in contrast, 60% of governing boards have existing standards in this area, while 26% are considering such standards. These figures strongly suggest that for coordinating boards, in particular, involvement in faculty workload issues is primarily a new phenomenon. Governing boards, on the other hand, seem to have been involved for some time.

Just what is meant by "policies and standards" in each issue area? We know that the respondents interpreted this question in different ways, but just what kinds of involvement did they have in mind?

Faculty Teaching Load / Workload

Faculty workload policies tend to be of two general types: one sets formal teaching load requirements and may or may not provide for "equivalencies" which then reduce actual teaching hours; the other type of policy provides for institutional variation in faculty workload, with some central accountability. As an example of the first type of policy, the University of Hawaii Board of Regents' Bylaws and Policies sets standard teaching load at 12 credit hours per semester for four-year colleges and 15 credit hours for community colleges. This policy then introduces the subject of "equivalencies":

> In recognition of the diverse responsibilities of the University and its faculty, each Chancellor shall develop and recommend equivalents for specific non-instructional activities that are consistent with and in furtherance of the mission of the University unit and program. [This involves] consultation with the appropriate faculty, department chairpersons, and academic deans. . . . Such equivalents shall be reviewed and approved by the President and reported to the Board of Regents upon their establishment or subsequent revision.

In other words, the non-instructional activities of faculty are explicitly recognized, but not regulated; in effect, faculty workload decisions are maintained at the institutional, and even the departmental level.

In a variation of this type of policy, some board policies do not even address the subject of "equivalencies," even though it is well known that formal teaching load requirements are not met by all faculty. In practice, however, these two approaches have the same effect, both permitting "buy-outs" to reduce the teaching load set in the formal board policy.

The second type of policy is flexible in allowing for variation by campus, and it may or may not include recommended standards. For example, the Texas Higher Education Coordinating Board requires that universities set their own standards on faculty workloads, which must be approved by the board, and report to the board on compliance with these standards.

Faculty workload policies are frequently worked out through the collective bargaining process, especially among system governing boards. Faculty workload policies may also be based on funding formulas, and as such, relate more to faculty positions than to actual workload standards. And, as the New Mexico Commission on Higher Education indicates, their funding formula includes <u>assumptions</u> about teaching loads, but no real state-level control. In effect, there are many workload policies and standards in place beyond the

institutional level, yet actual faculty workloads are most often worked out individually within the institution and department.

Faculty Tenure and Evaluation

State- and system-level policies related to faculty tenure and evaluation have traditionally contained formal definitions and procedural guidelines, but they vary widely on inclusion of actual criteria for granting tenure. We present two examples to demonstrate this variability, both from SHEEO governing boards. Like other issues, tenure and evaluation policies may emerge from collective bargaining negotiations, and they exist more often among system governing boards than among coordinating boards.

The by-laws and policies of the Mississippi Board of Trustees of State Institutions of Higher Learning are largely procedural. Tenure is first defined as "continuing employment that may be granted to a faculty member after a probationary period upon nomination by the institutional executive officer for election by the Board. Tenured faculty are protected from dismissal except for those reasons set forth in this section below." Minimum standards for tenure are then spelled out, including definition of a probationary period of five to seven years. Procedures are given for notice of non-renewal of tenure-track faculty, for dismissal of tenured faculty (under the "extraordinary circumstances" listed), for appeals, and for other faculty grievances. The actual criteria for tenure are not addressed but rather left to the institutional level.

In a contrasting example, the University and Community College System of Nevada more directly addresses criteria for tenure, in addition to providing the procedural guidelines. Persons applying for tenure as a university instructor must receive an "excellent" rating in teaching effectiveness ("including, but not limited to, demonstrated teaching competence and efficiency in a classroom and/or laboratory, the ability to communicate effectively with students and demonstrated skill in handling classroom and other duties related to teaching"). If applying for tenure as a nonteacher, they must receive an "excellent" rating on "record of effectiveness, efficiency and ability to perform assigned duties." In addition, an academic faculty member must obtain at least a "satisfactory" rating in "demonstrated continuing professional growth. . . . as shown by a record of scholarly research or creative activity resulting in publication or comparable productivity." Finally, an academic faculty member must receive a "satisfactory" rating or better in the area of service, which includes participation in professional organizations, service on university or system committees, recognition and respect outside the system for service in community, state or nationwide

activity, and other criteria. Member institutions shall rate applicants as (i) unsatisfactory, (ii) satisfactory, (iii) commendable, or (iv) excellent. No other ratings are permitted.

While Mississippi and Nevada vary as to how directly tenure criteria are defined, they, like many other states, leave considerable room for interpretation at the institutional level. (Virtually all tenure decisions are ultimately made at the institutional level, even though some governing boards formally approve all candidates for tenure.) Significantly, some states are beginning to use tenure and evaluation policies to support other priorities. In these cases, it is the change, or newness of the policy, that is significant. For example, our survey discovered the following:

- The Arizona Board of Regents recently changed policy to give credit to faculty for advising and mentoring minority students.
- The North Dakota University System is moving slowly toward including professional development in its evaluation policy.
- A Task Force convened by the Ohio Board of Regents recently recommended that "specified performance standards for productivity and effectiveness within the mission of the institution" be required for tenured faculty, and that those who do not meet these standards in post-tenure review be given time-limited contracts.
- The South Dakota Board of Regents is currently refining teaching, public service, and research criteria for tenure.
- The New York State Education Department requires the periodic evaluation of the teaching and research of each faculty member by the institution, and special supervision for inexperienced faculty members during their initial period of appointment.
- The University of Wisconsin System and the University of California are developing policies on post-tenure review.

While it is unlikely that state and system boards will ever exercise direct control over tenure decisions, it is evident that their policies can affect institutional policies, priorities, and processes.

Faculty Compensation

All state and system governing boards have some involvement with faculty compensation issues and policies, but they vary significantly in both the degree and type of involvement. Governing boards are more directly involved in faculty compensation issues, particularly when there is a collective bargaining process that establishes salary guidelines. Coordinating boards are less directly involved in setting salary guidelines; many of them, however, do collect peer data on faculty salaries which are used at the state, system, or

institutional level in determining salary ranges and increases. Examples of how state- and system-level boards are involved in faculty compensation policy-setting include:

- Salary-range guidelines. The University of North Carolina Board of Governors establishes salary ranges which are used to allocate funds for faculty positions, although actual salaries are determined at the institutional level.

- Budget development. The North Dakota University System takes average salaries and the number of positions into account in developing institutional budgets, and provides annual guidelines for faculty salary increases.

- Salary steps or schedules. The California State University negotiates a schedule of 20 salary steps (lecturer through professor). This salary schedule is guided by an annual review of faculty compensation at peer institutions, performed by the state coordinating board. The University of California System also develops salary scales used primarily in the faculty evaluation process.

- Peer comparisons. The South Carolina Commission on Higher Education recommends funding based on a formula that includes average faculty salaries for peer institutions in the Southeast. In Washington state, legislation requires the Higher Education Coordinating Board to make recommendations on faculty salaries based on peer comparisons, including how these comparisons are to be made.

- Individual salary decisions. Although not common, particularly in large systems, some system offices are involved directly in salary decisions or approval. For example, the University of Houston system approves the salaries of individual faculty as part of the budget process.

Use of Part-Time Faculty

Policies regarding the use of part-time faculty, including teaching assistants, tend to be a newer area for board involvement than the issues presented above, often emerging from the findings of faculty workload studies. A few states address the part-time faculty issue through the collective bargaining process, setting guidelines or proportions for the full-time/part-time mix. Other states offer general statements such as "most" instruction or "a sufficient proportion" of instruction must be provided by full-time faculty.

Texas is an example of a coordinating board state which is making a serious effort to address the use of part-time faculty. In July, 1991, the Texas Higher Education Coordinating Board adopted a set of 18 "Guidelines on the Use of Part-Time Faculty," as a result of a 1988 study on the use of part-time faculty and related 1991 legislation. The statement reads:

> The standards set forth in this document constitute guidelines only. . . While the guidelines are not binding on any institution, they do represent good practice. Institutions are encouraged to work toward implementation.

> . . . . All institutions of higher education in Texas should examine their use of part-time faculty, to reduce inappropriate employment of such individuals, and work to ensure their integration and participation in each institution's faculty community.

Eighteen standards are then put forth, addressing screening practices for part-time faculty, supervision and evaluation procedures, compensation, reduction of proportion of part-time faculty, benefits for part-timers, and other matters. The board has developed a reporting form on the "Use of Part-Time Faculty" through which institutions are required to report the steps taken to implement the recommendations.

Number and Types of Faculty Positions

Like faculty compensation, all coordinating and governing boards are at least indirectly involved in the number and types of faculty positions through budgetary recommendations or control. In terms of more explicit faculty policies, some agencies have developed definitions of kinds of faculty positions (tenure-track, lecturer, and so on), and the distribution of positions by academic rank, while others deal more with the total numbers of faculty. Based on legislative authorization tied to the budget, a Faculty Management Accounting System has been established in South Dakota to track faculty FTEs in a very detailed manner. The system is based on a fixed FTE established by the legislature for each campus each year. Policies and standards emerge in other states as a result of collective bargaining, with student/faculty ratios and full-time/part-time ratios, for example, developed as part of the negotiations. Other states are strongly influenced by formula funding or other types of budgetary processes. Still other states and systems appear to be in transition. For example, in the past, the California State University determined the number of faculty positions for each campus on the basis of historical distributions of instruction in several modes and levels. Currently it is implementing a system of fund control rather than position control. In sum, the policies and standards developed emerge primarily from the budgetary process.

Summary

Other faculty issues cited as areas of concern or activity by a few states include policies for faculty development and the goal of increasing the number of minority and women

faculty goals. Since our survey did not explicitly ask about these areas, however, we suspect that this underestimates the actual level of activity.

In sum, state and system-level policies related to faculty issues represent areas of budgetary influence as well as attempts to impose some level of accountability or standardization of practices. Significantly, for governing boards only, these efforts are quite widespread and relate to ongoing areas of concern — they are not merely a response to the pressing demands of the day. Coordinating boards, in contrast, demonstrate considerably less ongoing activity, but are venturing into these faculty accountability areas in ever greater numbers.

By and large, many board policies allow for considerable flexibility at the institutional level. Board policies address standardization of practices and accountability/reporting requirements. They do not directly manage faculty resources. Whether these types of flexible policies work, whether they give boards the tools they need to address crucial concerns, remains to be seen.

LEGISLATIVE ACTIVITY

To what extent are state legislatures directly involved in faculty matters? By definition, they have significant responsibilities in the areas of financial appropriations and public accountability, issues that indirectly affect faculty conditions in higher education. However, we were interested in exploring legislative activity that explicitly addressed faculty issues. Parallel to question 4 in the survey, question 5 asked about legislative activity in regard to the same faculty issues. Respondents were asked to indicate whether there was "existing legislation" in their state on each issue, whether legislation was "being considered," or whether there was "no legislative activity" in each area.

As discussed above with regard to question 4, the responses to this question were also less informative than expected, due partially to respondents' differing interpretations and viewpoints. First, the concept of "legislation under consideration" tended to be interpreted in different ways: some individuals used a narrow interpretation, limiting consideration to actual proposed legislation, while others were more inclusive and cited "talk" about proposed legislation. Similarly to question 4, we made a conscious decision to report exactly what was described, and did not "second guess" or recode what respondents told us. Second, respondents varied somewhat as to how they categorized certain pieces of legislation, for example, whether legislation on English proficiency belonged under "part-time faculty" or "other." Again, since the respondent knows more about the context and intent of the legislation, we opted to report on the legislation exactly as the respondent described it.

In contrast to the rest of the report, this section tabulates responses by state, rather than by board type. This was done to reflect the reality that there is only one legislature per state, and survey respondents were serving as informants as to what that legislature

was doing.[15] (In other parts of the questionnaire, in contrast, surveyrespondents reported on their own board perspectives or activities, of which there may be several in each state.)

Table 13 indicates that existing legislation on faculty matters is fairly sparse in all areas: at most, eight states have existing legislation in each of the issue areas. However, the amount of legislation currently under consideration nearly equals existing state laws, suggesting that legislation may become a more significant tool in the future. Above and beyond the impact of state appropriations, state legislatures may become increasingly involved in making laws that directly affect faculty.

Turning to specific issues, legislation is most common relative to faculty compensation, and there is an equal amount of legislation under consideration. Since the routine legislative appropriations process may be understood to affect faculty salaries, the actual meaning of this involvement is debatable. Often the legislature approaches faculty compensation through a lump-sum appropriation, through negotiated compensation levels, or through faculty salary increases. One specific issue that concerns some state legislatures is whether faculty salaries in the state are competitive. For example, the Washington Higher Education Coordinating Board is required by law to conduct a peer compensation study and make recommendations to the legislature. However, we cannot determine from the survey responses how much of this legislative involvement represents a significant change from the normal appropriations process.

[15] In order to code only one response per state, the following rules were followed for states with more than one completed survey: (1) if any respondent indicated that there was existing legislation in an area, this was counted as "existing legislation" for that state; (2) if no one from a state cited existing legislation, and any respondent indicated that legislation was being considered, this was counted as "legislation under consideration;" (3) if no one cited existing or proposed legislation, this was coded as "no legislative activity in this area." This method produced exactly one response per state, and ensured that given any discrepancies among respondents, the higher level of activity was coded. Thus, to the extent that there is difference of opinion among survey respondents from a single state, legislative activity reported here should be interpreted as high estimates or upper limits of actual legislative activity.

TABLE 13
Q5. LEGISLATION RELATED TO FACULTY (OF 47 STATES RESPONDING)

	Number of States
A. Number and types of faculty positions:	
Existing legislation	6
Legislation under consideration	2
B. Faculty teaching load/workload:	
Existing legislation	7
Legislation under consideration	7
C. Faculty tenure and evaluation:	
Existing legislation	4
Legislation under consideration	3
D. Faculty compensation:	
Existing legislation	8
Legislation under consideration	8
E. Use of part-time faculty, including TAs:	
Existing legislation	5
Legislation under consideration	7

Faculty teaching load/workload follows closely in existing legislation, and again there is an equal amount of legislation under consideration. The fact that one of every four states has or is considering legislation is evidence of the public concern over this question. In some instances, concern about workload is part of a broader accountability requirement. For example, the legislatures in Kentucky and Florida recently passed legislation requiring institutions to report faculty workload information as part of larger accountability initiatives; also, Minnesota passed legislation in 1991 requiring the reporting of faculty workloads to the legislature. Other legislation directly addresses standards for faculty workload. For example, the state of Nevada passed legislation recommending a standard or average load at the institutional level, and Ohio is considering such legislation. Other states report varying degrees of interest in workload legislation, and some report that a few legislators are interested but no legislation is imminent.

The use of part-time faculty is an area in which more legislation is under consideration than already in place. This has been addressed in different ways in the states. Kentucky, for example, has passed accountability legislation which calls for reporting hours of instruction by rank of faculty. Nevada and California have legislation pertaining to the ratio

for full-time/part-time faculty at community colleges. In other states, there is "talk" of possible legislation in this area.

State legislatures typically address the number and types of faculty positions through the appropriations process, often based on student/faculty ratios that determine the number of positions. Faculty tenure and evaluation is rarely addressed by state legislatures, although two survey respondents did mention interesting items under consideration. In New Jersey there is discussion of promoting community service as a factor in tenure decisions. And a bill has been introduced in Missouri to reduce the weight given to research in granting tenure. Finally, two other kinds of faculty legislation were volunteered by survey respondents. Iowa, Kentucky, Oklahoma, and South Carolina have all passed legislation relating to English proficiency for foreign-born instructors, requiring some sort of test or annual evaluation. And both Arizona and Missouri are considering legislation which would put faculty on governing boards.

In sum, above and beyond responsibilities in the areas of higher education financing and overall public accountability, there is relatively little direct legislative involvement in faculty matters. There is some evidence of growing interest in the areas of faculty compensation, faculty workload, and use of part-time faculty, but legislation is still the exception rather than the rule. To the extent that governing boards — serving in intermediary roles between legislatures and institutions — are heavily involved in these matters, legislative involvement may not be perceived as appropriate or necessary. Even coordinating boards are becoming more involved in faculty issues, though again formal policies and standards are often the exception rather than the rule. Indeed, there is reason to believe that some state legislators will always be concerned with each of the issues addressed here, but passing legislation is another matter. In spite of widespread public concern about faculty issues, our survey respondents, by and large, did not expect to see a flood of new legislation in the near future.

DATA COLLECTION AND ANALYSIS

Collection and analysis of many kinds of data by state- and system-level agencies are fairly routine activities, and annual state data books or similar publications are commonplace. Based heavily on Integrated Postsecondary Education Data System (IPEDS) surveys, there are huge amounts of state- and system-level published data on student enrollment, degrees conferred, race and ethnicity, residency, institutional finances, and number and salaries of faculty members. However, there is no comparable national data collection effort addressing other faculty matters, in particular faculty workload. As discussed earlier, there is a remarkable lack of national standards on this subject. Partially as a result of this, faculty workload data are rarely found in regular state data publications.

Given the timeliness of this topic, we wanted to explore the extent to which faculty workload data are currently being collected and analyzed at the state level. In fact, good information on faculty is a necessary first step in addressing accountability questions and in the responsible management of faculty resources; good-faith efforts in this direction demonstrate to the public that the board takes this matter seriously. Conversely, absence of reliable statewide data may contribute to the vulnerability of state agencies to charges of poor management or violation of the public trust. Just how involved are coordinating and governing boards in the collection of faculty workload data? Where do these data come from, how are they used, and what are the perceived data needs for the future?

Respondents were asked whether their agencies were engaged in "any data collection or analysis efforts related to faculty workload or faculty productivity data." Table 14 summarizes these data for the entire sample, and Table C-9 in the appendix provides breakdowns by

sub-sample.[16] Collection of faculty workload data is widespread, and about half of all respondents reported that they collect and/or analyze faculty workload data on a regular, ongoing basis. Nineteen percent are engaged in a special, one-time study, and another 28% are considering or planning future data collection. Only 16% either collected data sometime in the past and stopped (3%), or have never collected such data (13%), both indicating that they do not expect to in the future. These figures suggest a high and growing level of interest in faculty workload data at the state/system level.

TABLE 14
Q6. DATA COLLECTION AND ANALYSIS EFFORTS

	Percent of Total* (N=69)
1. Agency collects/analyzes faculty workload data on a regular, ongoing basis.	48%
2. Agency is engaged in a special, one-time study.	19%
3. Agency is currently considering/planning future data collection.	28%
4. Agency collected some data in the past/no present collection or future plans.	3%
5. Agency has never collected the data/no future plans.	13%

*The sum of this column is greater than 100% because survey respondents could have circled more than one response from items 1, 2 and 3.

Table C-9 shows a much higher level of involvement on the part of governing boards than coordinating boards, consistent with previous comparisons we have made. Over half of governing boards collect faculty workload data on a regular basis, a quarter are engaged in special, one-time studies, and another quarter are considering future efforts; this leaves only 12% uninvolved. In contrast, half as many coordinating boards (27%) collect these data on a regular basis, and only 15% are conducting one-time studies. Significantly, the greatest proportion (38%) are considering or planning future data collection, leaving only 23% uninvolved. Though there are very few community college boards in our sample, there is

[16] Note that more than one response could have been circled, so the totals add up to more than 100 percent. (All circled responses of 1, 2, or 3 were counted since these represent meaningful answers that could logically occur together; 4 and 5 were counted only if the respondent did not circle any of the first three categories.)

evidence suggesting that most of these boards collect faculty workload data on a regular basis, perhaps tied into collective bargaining efforts or simply related to individual faculty contracts.

Data Sources

There are two main approaches to faculty data collection, both with long histories and distinct strengths. First, useful faculty data have been derived from existing administrative records, especially from student registration files. This type of data is most useful in calculating various student/faculty ratios, in estimating instructional costs, and in describing individual teaching loads. Second, faculty workload surveys collect information not available from standard adminstrative records. These surveys address questions about total faculty workload, typically describing how faculty spend their time on a weekly basis (in hours or percentages), but sometimes describing their contractual obligations. These surveys impose an additional data collection burden on faculty or department heads, and self-reported workload data may be suspect. Either of these approaches may be used at the institutional or system/state level, and state- and system-level agencies can gather institutional data or collect their own. A statewide student credit hour database may be developed, for example, from institutional administrative records; no additional data collection is required.

Given these possibilities, we wanted to determine where faculty workload data typically come from, and whether state- and system-level involvement requires much additional data collection. Table 15 indicates that there are many data sources being tapped by these boards. Three sources are used by 40 to 50% of those involved: faculty workload data collected at the institutional level; student credit hour databases gathered at the institutional level; and a statewide or systemwide student credit hour database. A less frequent source of faculty data is a faculty workload survey conducted by the state/system agency (cited by a quarter of respondents). Overall, this suggests that existing data sources are being heavily utilized, and that additional data collection by a state/system board is less common.

TABLE 15
Q6A. PRIMARY SOURCES FOR DATA COLLECTION EFFORTS
(Includes Multiple Sources Per Respondent)

	Percent of Total (N=57)
1. Statewide/systemwide student credit hour database	42%
2. Institutional student credit hour databases	46%
3. State/system faculty workload study	26%
4. Institutional faculty workload data	49%
5. Other	7%

Table C-10 in the appendix presents differences between the sub-samples. System governing boards are relatively more dependent on both of the institutional-level data sources, and relatively less likely to be conducting their own workload surveys. While coordinating boards do depend heavily on institutional data sources, they are also quite involved in developing their own data sources through statewide databases or workload surveys.

We also examined the primary data sources used in relation to the nature of the data collection activity — whether a regular, ongoing effort, a special, one-time study, or a future effort under consideration. (See Table C-11 in the appendix.) Again, it is clear that varied and multiple sources are important for each group, but there are different patterns. For example, agencies engaged in regular, ongoing data collection are most likely to depend on a statewide or systemwide student credit hour database (58%), and are also heavily dependent on institutional data, both student credit-hour databases and faculty workload data; only a quarter of these agencies are using faculty workload studies that they themselves conducted. In contrast, those engaged in a special one-time study are most likely to be conducting their own workload survey (46%), while nearly as many (38% each) depend on the two sources of institutional data; this group is much less dependent on a statewide/systemwide student credit hour database. Finally, those planning or considering future data collection efforts expect to depend largely on institutionally-supplied data, with two thirds expecting to use institutional faculty workload data and over half expecting to use institutional student credit hour databases. In sum, all types of efforts depend on multiple data sources to study faculty

workload, but the nature of the data collection activity does correlate with particular data sources.

Data Uses

What are the most common uses of the faculty workload data collected? Table 16 shows that accountability requirements are relevant for the vast majority of our respondents (84%), but that these data serve more than one purpose. About half use faculty data for instructional cost analysis, and nearly half for budgetary and resource-allocation decisions. Over a quarter use these data to address questions of equity across institutions, while only 14% use them in collective bargaining agreements. (A few respondents volunteered that the data are hardly used at all.)

TABLE 16
Q6B. USES OF FACULTY DATA
(Includes Multiple Uses Per Respondent)

	Percent of Total (N=57)
1. Instructional cost analysis	51%
2. Accountability requirements	84%
3. Equity issues	28%
4. Collective bargaining	14%
5. Budgetary/resource decisions	46%
6. Other	10%

Table C-12 in the appendix indicates that 91% of governing boards use these faculty data to respond to accountability requirements, compared to 72% of coordinating boards. Governing boards also use these data more frequently in collective bargaining negotiations (22% compared to 6% for coordinating boards).

We also examined data uses in relation to the nature of the data collection activity. As Table C-13 in the appendix indicates, those engaged in regular, ongoing data collection efforts use the data most often for accountability purposes (88%), but also quite heavily for instructional cost analysis (70%) and budgetary/resource allocation decisions (52%). Those engaged in special, one-time studies are focused more single-mindedly on accountability (92%),

with less than half that number using the data for three of the other purposes. Finally, those with plans for the future are focused most heavily on accountability (75%), but also on budgetary decisions (50%). Clearly, accountability dominates each of these groups, but it seems to be an especially important motivating factor for those conducting special, one-time studies.

These findings reinforce one of the central themes of this report: that higher education executives address faculty workload issues within a broad framework of accountability, not as isolated issues. Indeed, the most frequently cited "use" of faculty data — accountability — has typically meant that required, standardized data have been produced to address instructional cost and resource allocation, often across institutions and sub-units within institutions. It does not imply that faculty workload concepts have been addressed at all. It is most often the special, one-time study that directly addresses faculty teaching load/workload issues in the way that the current public discussion defines them.

Past and Present Efforts — Examples of State Studies

Concern about faculty workload is not a new issue, and our survey revealed that a number of agencies have been involved in substantial data collection efforts for many years. In question eight, respondents were asked whether their agencies have "historical data on faculty teaching loads," and to briefly describe these data. In particular, two coordinating board states stand out as having been collecting faculty data since the 1970s: Illinois and Pennsylvania. Four governing boards have been collecting data at least that long: the University of Wisconsin System, the Tennessee Board of Regents, the Texas A & M System, and the Virginia Community College System. These represent 9% of our total sample. (See Table C-14 in the appendix.) Another 10 boards, or 14%, reported they have solid data collection efforts under way, and have been collecting data "for several years" or since the 1980s. About a quarter (23%) have some "limited" data which may or may not have been analyzed or published; these data may exist in various data bases but may not be comparable over time. Seven percent mentioned that there are some historical data available to them, collected either by institutions or other agencies. Significantly, about a third of all governing boards and nearly two thirds of coordinating boards have no historical data whatsoever.

What kinds of reports have these long-term efforts produced? What do some of the newer, one-time studies reveal? It is instructive to examine some current examples of state- and system-level faculty studies, and to note some key findings.

- In a context of fiscal pressure and public criticism of teaching, the Arizona Joint Legislative Budget Committee requested teaching load information from the three public universities, and released a report in February 1992. Among other findings, this study revealed that ranked faculty average 6.9 weekly contact hours in regularly scheduled classes. In addition, the study found that ranked faculty account for 61% of total course sections and contact hours, but that these are much more likely to be at the upper and graduate course levels than at the introductory levels. In fact, ranked faculty account for only 24% of the contact hours at the introductory level. Differences among the three universities are considerable.

  Since the release of this report, the Arizona Board of Regents has been following up with further study and policy discussions. A detailed account of these efforts is available in a SHEEO companion report entitled *A Case Study of Faculty Workload Issues in Arizona: Implications for State Higher Education Policy* by Stephen M. Jordan and Daniel T. Layzell.

- In 1990, the California State University, through the *CSU Faculty Workload Study*, compared faculty workloads both within and between the CSU system and 35 comparable institutions. An outgrowth of collective bargaining efforts, the study addressed hours worked and time allocations in 12 categories; detailed activities related to research, creative, and professional activities (presentations, refereed and non-refereed articles, reviews, chapters, textbooks, and so on); detailed activities related to teaching load by semester (courses, students, meeting hours, different preparations, and new preparations); detailed information on individualized instruction (hours by division, thesis committee activity, and so on); committee assignments; office hours; chair positions; and attitudinal information.

  The study found, for example, that CSU faculty work 48 hours per week on the average, compared to 47 in their national sample. About 61% of time is related to instruction, compared to 54% nationally. They average 3.2 courses per semester compared to 2.7 nationally.

- For over five years, the University of Hawaii has been producing *Departmental Activity and Workload Measures* for each institution. These detailed reports, based on student-credit-hour-databases gathered at the institutional level and compiled into a statewide student-credit-hour database, include student/faculty ratios by upper and lower division, semester hours taught by faculty type (regular, lecturers, TAs, other), and data by department. They are compiled into a "Planning Information" report for each institution, which includes lower division, upper division, and graduate levels: (1) "Activity Measures" (degrees awarded, headcount enrollment, semester hours taught, and so on); (2) "Efficiency Measures" (semester hours per faculty, student/faculty ratio, average class size); and (3) "Direct Instruction Costs" (per hour and per student). These are further broken down by school and department. The main focus of these reports is on instructional costs, not faculty workload concerns.

- The Illinois Board of Higher Education has been conducting a *Faculty Credit Hour Study* as part of an annual cost study since 1974. The report is produced from data collected from faculty members and department heads through the Faculty Activity Analysis, and provides a way of classifying the officially assigned activities of faculty and staff to primary functions and cost categories. The following activity categories are used: instruction (direct instruction, indirect instruction, departmental research), organized

research, and public service. Significantly, this information, presented in several detailed reports, focuses on cost — by discipline, major and so on. The concept of faculty "workload" is not addressed. Although the data have been analyzed for many years, reports do not present changes over time.

- The Iowa State Board of Regents has produced a biennial report, *Faculty Effort, Activity, and Instructional Workload*, for several years. Faculty effort is presented as average hours worked per week, by institution, and these figures are compared to national data. Faculty activity is described as percentages of time devoted to teaching activities, administrative activities, nonsponsored research, sponsored research, other sponsored activity, and other university, public, and professional service. Instructional workload is measured by the ratio of Instructional Full-Time Equivalent faculty (IFTE) to Faculty Credit Hours, and the ratio of IFTEs to Student Credit Hours. Detailed tables and narrative analysis are provided for each institution and changes over time are addressed.

  In 1990-91, faculty worked approximately 56 to 58 hours per week, varying only slightly by institution. Faculty activity devoted to instruction ranged from 57% of total time at the University of Iowa to 72% at the University of Northern Iowa. The instructional workload averaged 8.1 hours at the University of Iowa, 6.3 hours at Iowa State University, and 11.3 hours at the University of Northern Iowa. Approximately 41% of student credit hours were taught by graduate assistants at the University of Iowa, 19% at Iowa State, and 1% at Northern Iowa.

- The Community Colleges Services Unit of the Michigan State Department of Education has produced an annual *Activities Classification Structure Data Book* for 10 years, based on information collected from institutions and compiled in a state database. It is designed to provide a basis for appropriation decisions and to address questions related to staffing patterns and other issues. In addition to historical data on enrollments, faculty composition, and financial information, the report contains detailed instructional information by institution by discipline, including: student contact hours; student-contact-hour/student-credit-hour ratios; nontraditional instruction; faculty FTEs by type (full-time, part-time, overload, instructional assistant, and others); instructional personnel as a percentage of total FTE positions; and other data.

- The Mississippi Board of Trustees of State Institutions of Higher Learning conducted a faculty activity survey in the spring of 1991 to produce a *Faculty Activity Report*. This study looked only at activity supported by the instructional portion of the budget, including departmental research, public service, and departmental administration. One goal of the study was to determine what portions of faculty time actually are assigned to support these non-instructional areas.

  Survey results indicated that faculty overall spend an average of 74% of their time on instruction, ranging from 66% to 90% at different institutions. The full-time faculty cost per credit hour averages $58, while the part-time faculty cost per credit hour averages $25. Lower level courses cost an average of $34 per credit hour, upper level an average of $58 per credit hour, and graduate level an average of $138 per credit hour. As a result of this study, board policy was developed on restructuring and downsizing the eight universities.

- The University of Nebraska recently produced a *Workload Report to Legislature*, based on data collected from representative departments from four institutions. Data address: (1) the balance between instruction, research, public service, and other service; (2) average

credit hours taught and total credit hours generated; (3) utilization of full-time and part-time faculty and teaching assistants, based on sections taught; and (4) section sizes.

To illustrate the kind of data presented, the study found that at the University of Nebraska-Lincoln, 69% of the total effort of English faculty was devoted to instruction, compared to 49% of the management faculty. Fifty-four percent of English lectures were conducted by full-time faculty, 23% by part-time faculty, and 23% by TAs; this compares to 52% by full-time faculty in management courses, 6% by part-time faculty, and 43% by TAs.

- The Joint State Government Commission of the General Assembly in Pennsylvania has been collecting teaching load data for 20 years, compiled in a report entitled *Instructional Output and Faculty Salary Costs*. This includes both current year and historical data by institution on: enrollment and student credit hours (SCH) generated; number and salaries of faculty; average workweek, broken down into student contact (undergraduate and graduate), instructional support, research, and university service; average instructional faculty salary cost per FTE student by academic division and level (presented as a measure of cost efficiency); average class sizes by academic division and level; and other data. These data are intended for multiple uses: by legislators for making appropriation decisions; by university administrators for evaluating policies related to faculty outputs, salaries,and workloads; and by Pennsylvania citizens, for making informed judgments about the levels and shares of costs related to public higher education in the Commonwealth.

  In 1990-91, faculty at all institutions worked 53 hours per week. Fifty-two percent of total effort was spent in instructional activities, and faculty averaged 9.7 hours per week in student contact hours. At Pennsylvania State University, 54% of total time was spent in instructional activities, and 8.5 hours per week in student contact hours.

- Since 1975, the Tennessee Board of Regents has conducted a *Class Size and Teaching Load Analysis* as part of its annual cost study. This report is designed to study trends in resource management within the system and to provide useful management information to each institution. It includes the following information by institution, with university totals, two-year totals, and system totals: "conventional" and "non-conventional" student credit hours; class-size data (for lecture and laboratory sections, by course level); mean class sizes; mean credit-hour teaching load; utilization of part-time/adjunct faculty and graduate assistants; compensated overload credit hours; and distribution of faculty effort, categorized into instruction, thesis supervision, academic advisement, departmental research, administration, institutional service, and other professional service.

  In 1989, the Tennessee board found that overall teaching load was 10.2 hours per week, with 8.9 hours per week at universities and 13 hours per week at two-year institutions. Seventy-seven percent of effort was devoted to instruction overall, 69% at universities and 94% at two-year colleges. At universities, 75% of student credit hours were taught by full-time faculty, 20% by adjuncts, and 5% by TAs.

- In 1991, the State Council of Higher Education for Virginia (SCHEV) commissioned the Survey Research Laboratory at Virginia Commonwealth University to conduct a faculty survey. Information was gathered from nearly 3,000 faculty on average weekly workload, distribution of faculty time (teaching, research, and service), number of students taught, weekly contact hours, attitudes, and morale issues. In some cases, 1991 data were

compared to the findings from a 1975 SCHEV faculty survey, but differences in methodology and question wording made some of these comparisons difficult.

The study found that faculty spend, on average, 52 hours per week on professional activities. This represents a modest decrease from 54.8 hours per week in 1975. Faculty members spend 55% of their time on teaching activities, 26% on research, and 19% on service activites. Weekly contact hours, including scheduled and individualized instruction, average 12.8. Three-fourths of Virginia's faculty said they would prefer to spend more time on research, and three-fourths believe scholarship and research help them with teaching.

- The University of Wisconsin System has been engaged in ongoing efforts since the mid-1970s in which faculty data are fed into a system which combines with budget and enrollment information. Regular computerized reports are generated describing cost per credit by level, cost per FTE student, and so on. An annual report, *Faculty Teaching Load*, reports FTE instructional staff in relation to student credit hours generated, student contact hours, average number of FTE students taught, average number of weekly student contact hours, number of course credits generated, and average number of courses taught. Trend data are also presented.

  To illustrate, ranked faculty at the University of Wisconsin-Madison average 5.8 course credits per FTE, with professors teaching 5.9 hours, associate professors 6.0 hours, assistant professors 5.6 hours, and instructors 8.1 hours. In 1978-79, UW-Madison faculty averaged 232 undergraduate student credit hours (SCH) per FTE; this number was up slightly to 250 SCH in 1990-91.

These examples illustrate that there are multiple approaches to studying faculty workload issues — varied data collection procedures, definitions and categories, and reporting formats. Given the absence of standardized definitions, each agency is left to its own devices to develop a methodology to reflect its own specific concerns. To the extent that state or system offices develop consistent methodologies for the institutions reporting to them, some peer comparisons are possible within the state or system; accountability questions can be addressed. However, without literally "reading the fine print" in each of these studies, it is virtually impossible to make comparisons across states, even when studies appear to be similar in design. And in more cases than not, the studies are not very similar in design. For the most part, in fact, each study is unique.

It is also apparent that faculty issues are rarely unique to a state. Coordinating boards, governing boards, institutions, and legislatures across the country are asking many of the same questions, but are simply going about answering them in different ways. It is our contention that it is both appropriate and necessary to address ways to improve the quality and comparability of faculty data.

Future Information Needs

With this situation in mind, our survey asked about what kinds of assistance would be needed by state and system boards to help meet future information needs. As Table 17 shows, there is clear consensus that some standardization of efforts is needed. Over three quarters of our respondents felt that commonly accepted methods for determining faculty workload would be useful; this would address issues of teaching loads, research effort and other faculty activities, for example, in a consistent way. Nearly as many (68%) would like access to existing national data sets for purposes of state comparisons. Sixty percent felt common, national definitions would be useful. About half would favor structures for multi-state sharing of faculty data. Of less use to the respondents (25%) would be direct technical assistance in setting up a faculty data system and developing software. Others expressed interest in these prospects but did so with reservations. They commented: the costs would have to be reasonable; institutional variation would have to be accounted for; and significantly, what is needed are "appropriate standards" for faculty workload, not just statistical comparisons.

Some activity toward these ends is already taking place. Within the next 18 months, a collaborative project initiated by the Consortium of Higher Education Research Organizations will address several of these definitional and methodological needs. With financial support from the National Center for Education Statistics (NCES) through the SHEEO/NCES Network Project, SHEEO will coordinate the development and field review of a "guide for data on human resources data in postsecondary education." This guide will provide a set of standard definitions and suggested good practices for the collection, analysis, exchange, and interpretation of data on faculty and staff, to be used at the institution, system, state, and national levels.

TABLE 17

Q7. FUTURE INFORMATION NEEDS RELATED TO FACULTY ISSUES
(Includes Multiple Future Information Needs Per Respondent)

	Percent of Total (N=62)
A. Common definitions for faculty data elements	60%
B. Common methodologies for determining faculty workload	79%
C. Structures for multi-state data sharing of faculty data	52%
D. Technical assistance to set up faculty data system/develop software	21%
E. Access to existing national data sets of faculty for comparative purposes	68%
F. Other	6%

In addition to outlining common definitions for data elements pertaining to faculty and staff (e.g., demographic descriptors, employment history, activity assignments), the guide will provide a conceptual basis for the development and use of analytic databases on faculty. The guide will also contain a set of conventions reflecting the best available approaches for calculating commonly used measures for faculty contact hours, turnover, composition, time-on-task, disciplinary assignment, and other factors. The expected completion date is mid-1994, and the guide will be published by NCES and made widely available.

CONCLUSION

Public higher education is facing numerous and complex challenges in the 1990s, and according to the chief executives of state and system higher education boards around the country, concerns about financial support outweigh all others. As problems intensify due to inadequate and decreasing state support, these executives simultaneously face growing demands for public accountability in many areas. Just when access to public higher education has grown in recent decades, concerns about affordability and questions about the balance of responsibility for paying for public higher education emerge. Concerns about maintaining and improving the quality of undergraduate education with ever-shrinking resources have also grown. Finally, these executives face growing and vocal public concern about the ways in which faculty resources are utilized.

SHEEOs and system heads take these faculty concerns seriously, but do not focus single-minded attention on them, nor attempt to apply the "quick fix." They view faculty issues within a broad hierarchy of concerns, and express these matters by relating the interconnectedness of many important issues. Faculty workload and productivity issues are addressed as one piece of the larger productivity puzzle and as part of the quality issue.

Despite the historical practice of institutional autonomy with regard to faculty, there is evidence of continuing, widespread activity at the governing board level in setting policies and standards on faculty issues. Many coordinating boards, more reluctant to get involved, are now also addressing faculty issues. Several policies and standards are quite general and allow for considerable institutional flexibility; many, however, do set standards and impose accountability requirements which must be met. No longer is the subject of faculty resources a matter for unregulated institutional discretion.

State legislatures exercise their most significant influences through their budgetary responsibilities, but there is also growing interest in passing legislation in many areas that more directly affects

faculty issues. By and large, legislators themselves are not directly involved in institutional matters, but legislation may increase the responsibilities of coordinating and governing boards in meeting accountability requirements.

Data collection and analysis are important and growing activities as agencies attempt to fulfill their own governance responsibilities, meet accountability requirements, and provide information to institutions so that they can better manage their own resources. Many of these data efforts are not new, but there is a lack of standardized approaches and definitions that have been developed and accepted over time. Thus, there is little precise information available about faculty workload, particularly over time and across system and state boundaries. As a result, there is much support for the development of common definitions and methodologies and for having access to comparable national data. To the extent that this is pursued in the near future, coordinating and governing boards will be in a much better position to address the important faculty issues of the day.

APPENDIX A

Sample and Methodology

As part of its ongoing interest in cost/productivity issues in higher education, the State Higher Education Executive Officers (SHEEO) undertook a study of faculty workload issues in early 1992. A major part of this effort was a membership survey to determine current concerns at the state level and to obtain descriptive information on how states are addressing those concerns related to faculty workload and productivity. Toward this end, a survey instrument entitled "Survey of Faculty Workload Issues and Other State Concerns" was developed in March (included in Appendix B). The survey was distributed to all SHEEO members in April: included 30 coordinating board members, 25 governing board members, and the Wyoming Community College Commission which is not a member. (This includes four states with joint members and the District of Columbia.) Accompanying instructions asked that the state higher education executive officers (SHEEOs) themselves complete as much of the survey as possible, while the more detailed information on faculty data collection and use might be completed by a finance officer, research director, or other individual exercising these responsibilities. One call-back was made to each agency not meeting the May 1 deadline.

As the study unfolded, further discussion ensued about its real aims. In fact, SHEEO's interest was broader than simply knowing what its members felt and were doing about faculty workload. SHEEO was really interested in the wider question of all extra-institutional efforts dealing with faculty workload—particularly in the role of system governing boards. Using the HEP Higher Education Directory, a second sample was identified, consisting of all multi-institution system governing boards having a separate system chief executive. Forty-seven such boards were identified, including 19 community

college boards (in addition to Wyoming, above). With only minor modifications being made to the survey instrument to reflect a system (not state) focus, surveys were mailed to this group in May. No follow-up calls were made to non-respondents in this group.

Although they were surveyed in different waves, the 25 governing boards that are SHEEO members are actually similar in function to the non-member multi-institution governing boards later selected. These boards in total exercise significantly greater governance roles than do the coordinating boards that are SHEEO members. The strategy for analysis seemed evident: in addition to examining the overall totals, contrasts between coordinating and governing boards would be made where appropriate. Since the community college board response rate was so low and the sample was so small, very little can be said about these boards as a group; however, they are counted in the totals since they represent an important piece of the overall higher education picture. (This low response rate is due in part to the lack of follow-up calls, but also, perhaps, to the fact that faculty workload issues are less relevant to community colleges. System heads had less motivation to respond.)

An overall response rate of 69% was obtained, with 90% of the states represented. Table A-1 describes the sample and response rates for various sub-samples. Table A-2 lists the names of all boards responding to the survey.

TABLE A-1
FACULTY WORKLOAD SAMPLE

State	Coord. Boards		Gov. Boards		Comm. College Bds		Totals	
	Total #	Completed	Total #	Completed	Total #	Completed	Total #	Completed
Alabama	1	1	1	0	0	0	2	1
Alaska	1	1	1	1	0	0	2	2
Arizona	0	0	1	1	1	0	2	1
Arkansas	1	1	1	0	0	0	2	1
California	1	1	2	2	1	0	4	3
Colorado	1	1	2	1	1	1	4	3
Connecticut	1	1	1	1	1	0	3	2
Delaware	1	1	0	0	1	0	2	1
Dist. of Col.	1	1	0	0	0	0	1	1
Florida	1	1	1	1	1	1	3	3
Georgia	0	0	1	0	0	0	1	0
Hawaii	0	0	1	1	0	0	1	1
Idaho	0	0	1	1	0	0	1	1
Illinois	1	1	4	4	1	1	6	6
Indiana	1	1	1	0	1	1	3	2
Iowa	0	0	1	1	1	0	2	1
Kansas	0	0	1	1	1	0	2	1
Kentucky	1	1	0	0	1	0	2	1
Louisiana	1	1	2	1	0	0	3	2
Maine	0	0	1	1	0	0	1	1
Maryland	1	1	1	0	0	0	2	1
Mass.	0	0	1	1	0	0	1	1
Michigan	1	0	0	0	1	1	2	1
Minnesota	1	1	1	0	1	0	3	1
Mississippi	0	0	1	1	1	0	2	1
Missouri	1	1	1	1	0	0	2	2
Montana	0	0	1	0	0	0	1	0
Nebraska	1	1	1	1	0	0	2	2
Nevada	0	0	1	1	0	0	1	1
New Hamp.	1	0	1	0	0	0	2	0

State	Coord. Boards		Gov. Boards		Comm. College Bds		Totals	
	Total #	Completed	Total #	Completed	Total #	Completed	Total #	Completed
New Jersey	1	1	1	0	0	0	2	1
New Mexico	1	1	0	0	0	0	1	1
New York	1	1	2	0	0	0	3	1
North Carolina	0	0	1	1	1	0	2	1
North Dakata	0	0	1	1	0	0	1	1
Ohio	1	1	0	0	0	0	1	1
Oklahoma	1	1	0	0	0	0	1	1
Oregon	0	0	1	1	0	0	1	1
Pennsylvania	1	1	1	1	0	0	2	2
Puerto Rico	0	0	1	0	0	0	1	0
Rhode Island	0	0	1	1	1	0	2	1
South Carolina	1	1	0	0	0	0	1	1
South Dakota	0	0	1	1	0	0	1	1
Tennessee	1	0	2	1	0	0	3	1
Texas	1	1	3	2	1	0	5	3
Utah	0	0	1	0	0	0	1	0
Vermont	0	0	2	2	0	0	2	2
Virginia	1	1	0	0	1	1	2	2
Washington	1	1	0	0	1	1	2	2
West Virginia	0	0	2	2	0	0	2	2
Wisconsin	0	0	1	1	0	0	1	1
Wyoming	0	0	0	0	1	1	1	1
Total	30	27	53	36	20	8	103	71
Response rate		90%		68%		40%		69%

TABLE A-2
LIST OF COMPLETED SURVEYS

Coordinating Boards

Alabama Commission on Higher Education
Alaska Postsecondary Education Commission
Arkansas Department of Higher Education
California Postsecondary Education Commission
Colorado Commission on Higher Education
Connecticut Department of Higher Education
Delaware Higher Education Commission
District of Columbia Office of Postsecondary Education Research & Assistance
Florida Postsecondary Education Planning Commission
Illinois Board of Higher Education
Indiana Commission for Higher Education
Kentucky Council on Higher Education
Louisiana Board of Regents
Maryland Higher Education Commission
Minnesota Higher Education Coordinating Board
Missouri Coordinating Board for Higher Education
Nebraska Coordinating Commission for Postsecondary Education
New Jersey Department of Higher Education
New Mexico Commission on Higher Education
New York State Education Department
Ohio Board of Regents
Oklahoma State Regents for Higher Education
Pennsylvania State Department of Education
South Carolina Commission on Higher Education
Texas Higher Education Coordinating Board
Virginia State Council of Higher Education
Washington Higher Education Coordinating Board

Governing Boards

University of Alaska System
Arizona Board of Regents
California State University
University of California
State Colleges in Colorado
Connecticut State University System
Florida State University System Board of Regents
Hawaii Board of Regents
Idaho State Board of Education
University of Illinois Central Administration
Illinois Board of Governors of State Colleges and Universities

Governing Boards *(continued)*

Illinois Board of Regents of Regency Universities
Southern Illinois University Central Administration
Iowa State Board of Regents
Kansas Board of Regents
Louisiana State University System Office
University of Maine System
Massachusetts Higher Education Coordinating Council
Mississippi Board of Trustees of State Institutions of Higher Learning
University of Missouri System Administration
Nebraska State College System
University of Nevada System
University of North Carolina General Administration
North Dakota University System
Oregon State System of Higher Education
Pennsylvania State System of Higher Education
Rhode Island Office of Higher Education
South Dakota Board of Regents
Tennessee State Board of Regents
Texas A & M University System Office
University of Houston System Office
University of Vermont
Vermont State Colleges
University of West Virginia System
State College System of West Virginia
University of Wisconsin System

Community College Boards

Colorado Community College and Occupational Education System
Florida State Department of Education, Division of Community Colleges
Illinois Community College Board
Indiana Vocational Technical Colleges Central Office
Michigan Department of Education, Community Colleges Services Unit
Virginia Community College System
Washington State Board for Community and Technical Colleges
Wyoming Community College Commission

APPENDIX B

Survey Instrument

State_____

State Higher Education Executive Officers
Survey of Faculty Workload Issues and Other State Concerns
April 1992

Section I. State Issues and Priorities

1. Below is a listing of current issues in higher education. From the perspective of an "expert witness" on higher education, please indicate the importance of each issue in your state. We ask that you reflect your professional judgment, not necessarily your personal preferences or agency agendas. Please indicate the level of importance of each issue using the following scale:

1 2 3 4 5
Very Important Not Important

	Very Important				Not Important
A. quality of undergraduate education	1	2	3	4	5
B. minority student access and achievement	1	2	3	4	5
C. teacher education and preparation	1	2	3	4	5
D. effectiveness and accountability in higher education	1	2	3	4	5
E. review of institutional roles and missions	1	2	3	4	5
F. adequacy of overall state financial support	1	2	3	4	5
G. tuition rates and overall student costs	1	2	3	4	5
H. amount and types of student financial aid	1	2	3	4	5
I. linkages between secondary and postsecondary	1	2	3	4	5
J. workforce training and education	1	2	3	4	5
K. adequacy of support for university research, specialized graduate education, and other economic development initiatives	1	2	3	4	5
L. adequacy and maintenance of physical facilities	1	2	3	4	5
M. state roles in addressing faculty needs and issues	1	2	3	4	5
N. faculty workload and productivity	1	2	3	4	5

2. A. Looking ahead, what do you expect will be the most important **financial** issue for higher education in your state through the 1990s? Please elaborate.

B. Again looking ahead, what do you expect will be the most important **non-financial** issue for higher education in your state through the 1990s? Please elaborate.

Section II. Faculty Workload Issues

3. In addition to general issues, this survey is seeking detailed information on a variety of concerns related to faculty workload. Again from the perspective of an "expert witness" on higher education, how important are the following issues in your state?

	Very Important				Not Important
A. standards for minimum faculty teaching loads	1	2	3	4	5
B. who teaches courses at what levels	1	2	3	4	5
C. quality and use of part-time faculty (including teaching assistants and adjuncts)	1	2	3	4	5
D. faculty time spent in research	1	2	3	4	5
E. faculty salaries	1	2	3	4	5
F. faculty reward structures	1	2	3	4	5
G. faculty income from outside consulting	1	2	3	4	5
H. research contribution of faculty to growth of state/national economy	1	2	3	4	5
I. using role and mission to influence faculty policies (workload, tenure, promotion)	1	2	3	4	5

Section III. SHEEO Policies and Standards Related to Faculty

4. Turning specifically to activities of your agency, please circle the response that most closely describes your involvement in each area below. You may circle both "1" and "2" if applicable.

	We have existing policies and standards.	We are considering policies and standards.	We are not involved in this area.
A. **Number and types of faculty positions** PLEASE DESCRIBE:	1	2	3
B. **Faculty teaching load/workload** PLEASE DESCRIBE:	1	2	3
C. **Faculty tenure and evaluation** PLEASE DESCRIBE:	1	2	3
D. **Faculty compensation** PLEASE DESCRIBE:	1	2	3
E. **Use of part-time faculty, including teaching assistants** PLEASE DESCRIBE:	1	2	3
F. **Other faculty issues** PLEASE DESCRIBE:	1	2	3

Section IV. Legislative Activity

5. Now turning to the legislature, please circle the response that most closely describes legislative activity in your state in regard to each area. You may circle both "1" and "2" if applicable.

	There is existing legislation.	Legislation is being considered.	There is no legislative activity in this area.
A. **Number and types of faculty positions** PLEASE DESCRIBE:	1	2	3
B. **Faculty teaching load/workload** PLEASE DESCRIBE:	1	2	3
C. **Faculty tenure and evaluation** PLEASE DESCRIBE:	1	2	3
D. **Faculty compensation** PLEASE DESCRIBE:	1	2	3
E. **Use of part-time faculty, including teaching assistants** PLEASE DESCRIBE:	1	2	3
F. **Other faculty issues** PLEASE DESCRIBE:	1	2	3

Section V. Data collection and analysis

6. Is your agency engaged in any data collection or analysis efforts related to faculty workload or faculty productivity data? This would include workload surveys, instructional output studies, teaching load analysis, faculty activity analysis, or related studies. (Circle appropriate responses.)

   1. Yes, the agency collects/analyzes faculty workload data as part of regular, ongoing agency responsibilities.
   2. Yes, the agency is engaged in a special, one-time study.
   3. No, but the agency is currently considering/planning future data collection.
   4. No, but the agency has collected faculty workload data in the past.
   5. No, the agency has never collected this data and does not expect to. (Skip to question 7.)

   A. What are the primary data sources for these efforts?

      1. a statewide or systemwide student credit hour database
      2. student credit hour databases gathered at the institutional level
      3. a faculty workload survey conducted by your agency
      4. faculty workload data collected at the institutional level (self-reports)
      5. other (PLEASE DESCRIBE)

   B. In what ways are these data used in your state?

      1. in instructional cost analysis
      2. for responding to the legislature or governor, or other accountability requirements
      3. to address questions of equity across institutions
      4. in collective bargaining agreements
      5. for budgetary and resource allocation decisions
      6. other (PLEASE EXPLAIN)

C. Please submit descriptive materials and documentation pertaining to these efforts, including copies of data collection instruments, sample pages of computer printout, and research reports. If materials cannot be provided, please briefly describe.

7. ALL RESPONDENTS: Which of the following, if any, would help you meet your state information needs in regard to faculty issues?

   a. common (e.g., national) definitions related to faculty data elements
   b. commonly accepted methods for determining faculty workload, including teaching loads, contact hours, and research effort
   c. structures for multi-state sharing of faculty data
   d. technical assistance in setting up a faculty data system and developing software
   e. access to existing national data sets (e.g., Carnegie surveys) for purposes of state comparisons
   f. other suggestions (PLEASE DESCRIBE)

8. Does your agency have historical data on faculty teaching loads? We are trying to determine which, if any, states have been collecting these data over a period of years, even if they have never been analyzed or published. If yes, please briefly describe here (e.g., years available) and we will contact you for further information.

9. Please provide names of other agencies or system offices in your state that might be involved in data collection and analysis related to faculty workload.

Respondent Information Section

Questionnaire completed by:

_____

name

_____

title

_____ _____

telephone number *date*

IF MORE THAN ONE RESPONDENT, Section(s) _____ completed by:

_____

name

_____

title

_____ _____

telephone number *date*

Return survey by May 1 to:

Alene Bycer Russell
SHEEO
707 Seventeenth Street, Suite 2700
Denver, CO 80202-3427

APPENDIX C

Supplementary Tables

TABLE C-1

PERCENTAGE OF FULL-TIME REGULAR FACULTY WHO WOULD LIKE TO DO LESS, THE SAME AMOUNT, OR MORE RESEARCH, BY TYPE AND CONTROL OF INSTITUTION

	If Changed Jobs, Would Want to Do:		
Type and Control of Institution	Less Research	Same Amount	More Research
All institutions	8	42	50
Public Research	7	44	50
Public doctoral	11	40	49
Public comprehensive	8	37	54
Liberal arts	7	38	55
Public two-year	11	49	40

TABLE C-2

PERCENTAGE OF FULL-TIME REGULAR FACULTY WHO WOULD LIKE TO DO LESS, THE SAME AMOUNT, OR MORE TEACHING, BY TYPE AND CONTROL OF INSTITUTION

	If Changed Jobs, Would Want to Do:		
Type and Control of Institution	Less Teaching	Same Amount	More Teaching
All institutions	30	60	11
Public research	27	63	10
Public doctoral	28	59	13
Public comprehensive	37	53	10
Liberal arts	38	51	12
Public two-year	22	65	12

Source for both tables: U.S. Department of Education, National Center for Education Statistics, Profiles of Faculty in Higher Education Institutions, 1988, August 1991, a Statistical Analysis Report from the 1988 National Survey of Postsecondary Faculty (NSOPF-88).

TABLE C-3

Q1. STATE ISSUES AND PRIORITIES BY SUB-SAMPLE: PERCENT "VERY IMPORTANT"

	% "Very Important"			
	Coord. Board (N=27)	Gov. Board (N=36)	Com. Coll. Board (N=8)	Total (N=71)
A. Quality of undergraduate education	59%	53%	50%	55%
B. Minority student access and achievement	56%	42%	62%	49%
C. Teacher education and preparation	33%	33%	0%	30%
D. Effectiveness and accountability in higher education	59%	39%	62%	49%
E. Review of institutional roles and missions	26%	19%	12%	21%
F. Adequacy of overall state financial support	56%	78%	62%	68%
G. Tuition rates and overall student costs	26%	33%	38%	31%
H. Amount and types of student financial aid	30%	8%	0%	16%
I. Linkages between secondary and postsecondary	26%	11%	12%	17%
J. Workforce training and education	15%	17%	88%	24%
K. Adequacy of support for university research, specialized graduate education, and other economic development initiatives	4%	19%	0%	11%
L. Adequacy and maintenance of physical facilities	11%	19%	25%	17%
M. State roles in addressing faculty needs and issues	7%	9%	0%	7%
N. Faculty workload and productivity	18%	31%	12%	24%

TABLE C-4

Q1. STATE ISSUES AND PRIORITIES BY SUB-SAMPLE: MEAN SCORES

	Mean Score*			
	Coord. Board (N=27)	Gov. Board (N=36)	Com. Coll. Board (N=8)	Overall Mean* (N=71)
A. Quality of undergraduate education	1.59	1.67	1.75	1.65
B. Minority student access and achievement	1.52	1.94	1.38	1.72
C. Teacher education and preparation	1.96	2.14	2.62	2.13
D. Effectiveness and accountability in higher education	1.56	1.72	1.38	1.62
E. Review of institutional roles and missions	2.63	2.42	2.75	2.54
F. Adequacy of overall state financial support	1.67	1.31	1.50	1.46
G. Tuition rates and overall student costs	2.00	1.97	1.75	1.96
H. Amount and types of student financial aid	2.11	2.47	2.00	2.28
I. Linkages between secondary and postsecondary	2.11	2.44	2.12	2.28
J. Workforce training and education	2.33	2.49	1.12	2.27
K. Adequacy of support for university research, specialized graduate education, and other economic development initiatives	2.96	2.75	3.00	2.86
L. Adequacy and maintenance of physical facilities	2.59	2.50	2.25	2.51
M. State roles in addressing faculty needs and issues	3.41	3.17	3.00	3.24
N. Faculty workload and productivity	2.37	1.94	3.00	2.23

*Based on the following scale: 1 = very important 2 3 4 5 = not important

TABLE C-5

Q2A. MOST IMPORTANT FINANCIAL ISSUES FOR HIGHER EDUCATION IN THE 1990s BY SUB-SAMPLE

	% Mentioning This Issue			
	Coord. Board (N=26)	Gov. Board (N=35)	Com. Coll. Board (N=8)	Total (N=69)
General uncertainty/concern about level of state support	15%	23%	0%	17%
Inadequacy or decline in level of state support/ retrenchment/need to downsize	42%	49%	50%	46%
Need to fund for enrollment growth/expansion	15%	9%	25%	13%
Need to fund for capital investment/improvements	4%	17%	12%	12%
Need to fund for quality improvement	15%	3%	12%	9%
Need to offer competitive faculty salaries or to increase faculty salaries	0%	14%	0%	7%
Shifting balance between state support and tuition revenues/concern about high tuition and student access	46%	40%	38%	42%
Concern about cost effectiveness/productivity/ accountability	19%	6%	0%	10%
Other	15%	11%	0%	12%

TABLE C-6

Q2B. MOST IMPORTANT NONFINANCIAL ISSUES FOR HIGHER EDUCATION IN THE 1990s BY SUB-SAMPLE

	% Mentioning This Issue			
	Coord. Board (N=25)	Gov. Board (N=35)	Com. Coll. Board (N=8)	Total (N=68)
General planning/coordination issues; governance issues	12%	11%	25%	13%
Developing/implementing differentiated institutional missions	20%	14%	0%	15%
Access issues	16%	31%	25%	25%
Minority issues	8%	14%	0%	10%
Admissions standards or issues	4%	6%	12%	6%
Quality of undergraduate education	12%	34%	25%	25%
Collaboration among education sectors/articulation and transfer issues	8%	17%	12%	13%
Workforce issues	16%	0%	0%	6%
Use of innovative technology	8%	3%	0%	4%
Faculty issues	12%	23%	12%	18%
Public perceptions/accountability/effectiveness/efficiency/ productivity	52%	40%	62%	47%
Other issues	4%	14%	12%	10%

TABLE C-7

Q3. FACULTY WORKLOAD ISSUES BY SUB-SAMPLE: PERCENT "VERY IMPORTANT"

	% "Very Important"			
	Coord. Board (N=26)	Gov. Board (N=35)	Com. Coll. Board (N=8)	Total (N=69)
A. Standards for minimum faculty teaching loads	16%	18%	0%	15%
B. Who teaches courses at what levels	16%	11%	0%	12%
C. Quality and use of part-time faculty (including teaching assistants and adjuncts)	4%	14%	12%	10%
D. Faculty time spent in research	12%	11%	12%	12%
E. Faculty salaries	19%	40%	25%	30%
F. Faculty reward structures	19%	31%	12%	25%
G. Faculty income from outside consulting	4%	6%	0%	4%
H. Research contribution of faculty to growth of state/national economy	12%	6%	12%	9%
I. Using role and mission to influence faculty policies (workload, tenure, promotion)	12%	14%	0%	12%

TABLE C-8

Q3. FACULTY WORKLOAD ISSUES BY SUB-SAMPLE: MEAN SCORES

	Mean Score*			
	Coord. Board (N=26)	Gov. Board (N=35)	Com. Coll. Board (N=8)	Overall Mean* (N=69)
A. Standards for minimum faculty teaching loads	2.80	2.56	3.25	2.73
B. Who teaches courses at what levels	2.80	2.94	3.12	2.91
C. Quality and use of part-time faculty (including teaching assistants and adjuncts)	2.73	2.69	2.38	2.67
D. Faculty time spent in research	2.42	2.43	2.75	2.46
E. Faculty salaries	2.04	1.80	1.75	1.88
F. Faculty reward structures	2.31	2.06	2.38	2.19
G. Faculty income from outside consulting	3.76	3.37	4.25	3.62
H. Research contribution of faculty to growth of state/national economy	2.64	2.66	3.12	2.71
I. Using role and mission to influence faculty policies (workload, tenure, promotion)	2.83	2.71	3.00	2.79

*Based on the following scale: 1 = very important 2 3 4 5 = not important

TABLE C-9
Q.6. DATA COLLECTION AND ANALYSIS EFFORTS BY SUB-SAMPLE

	Coord. Board* (N=26)	Gov. Board* (N=35)	Com. Coll. Board (N=8)	Total* (N=69)
1. Agency collects/analyzes faculty workload data on a regular, ongoing basis.	27%	54%	88%	48%
2. Agency is engaged in a special, one-time study.	15%	26%	0%	19%
3. Agency is currently considering/planning future data collection.	38%	26%	0%	28%
4. Agency collected some data in the past/no present collection or future plans.	4%	3%	0%	3%
5. Agency has never collected the data/no future plans.	19%	9%	12%	13%

*The sum of this column is greater than 100% because survey respondents could have circled more than one response from items 1, 2 and 3.

TABLE C-10
Q6A. PRIMARY SOURCES FOR DATA COLLECTION EFFORTS BY SUB-SAMPLE
(Includes Multiple Sources Per Respondent)

	Coord. Board (N=19)	Gov. Board (N=31)	Com. Coll. Board (N=7)	Total (N=57)
1. Statewide/systemwide student credit hour database	37%	39%	71%	42%
2. Institutional student credit hour databases	37%	58%	14%	46%
3. State/system faculty workload study	32%	23%	29%	26%
4. Institutional faculty workload data	42%	58%	29%	49%
5. Other	5%	6%	14%	7%

TABLE C-11

PRIMARY DATA SOURCES USED BY NATURE OF DATA COLLECTION ACTIVITY
(Includes Multiple Sources Per Respondent)

	Percent of Category Using This Data Source		
	Regular, Ongoing Data Collection (N=33)	Special, One-Time Study (N=13)	Future Efforts Under Consideration (N=16)
Statewide/systemwide student credit hour database	58%	23%	31%
Institutional student credit hour databases	42%	38%	56%
State/system faculty workload study	24%	46%	25%
Institutional faculty workload data	36%	38%	69%

TABLE C-12

Q6B. USES OF FACULTY DATA BY SUB-SAMPLE
(Includes Multiple Uses Per Respondent)

	Coord. Board (N=18)	Gov. Board (N=32)	Com. Coll. Board (N=7)	Total (N=57)
1. Instructional cost analysis	44%	47%	86%	51%
2. Accountability requirements	72%	91%	86%	84%
3. Equity issues	22%	31%	29%	28%
4. Collective bargaining	6%	22%	0%	14%
5. Budgetary/resource decisions	39%	41%	86%	46%
5. Other	11%	12%	0%	10%

TABLE C-13
USES OF FACULTY DATA BY NATURE OF DATA COLLECTION ACTIVITY
(Includes Multiple Uses Per Respondent

	Percent of Category Citing Data Use for This Purpose		
	Regular, Ongoing Data Collection (N=33)	Special, One-Time Study (N=13)	Future Efforts Under Consideration (N=16)
Instructional cost analysis	70%	38%	31%
Accountability requirements	88%	92%	75%
Equity issues	39%	38%	6%
Collective bargaining	12%	8%	25%
Budgetary/allocation decisions	52%	31%	50%

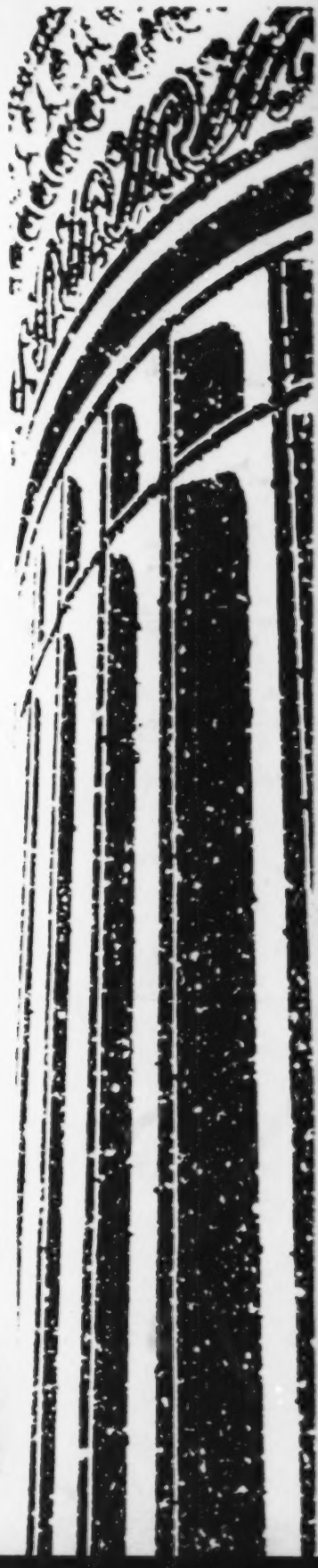
TABLE C-14
Q8. HISTORICAL DATA ON FACULTY TEACHING LOADS BY SUB-SAMPLE

	Percent of Each Group			
	Coord. Board (N=25)	Gov. Board (N=36)	Com. Coll. Board (N=8)	Total (N=69)
Substantial, comparable data for many years (e.g., since the 1970s)	8%	8%	12%	9%
Substantial, comparable data for fewer years (e.g., since the 1980s)	4%	17%	38%	14%
Limited data (may be limited in content or comparability over time; may be one-time study; may never have been analyzed in this way)	20%	28%	12%	23%
Have historical data collected by some other office	4%	11%	0%	7%
No historical data	64%	36%	38%	46%

TABLE C-15

Q7. FUTURE INFORMATION NEEDS RELATED TO FACULTY ISSUES
(Includes Multiple Future Information Needs Per Respondent)

	Percent of Each Group			
	Coord. Board (N=22)	Gov. Board (N=35)	Com. Coll. Board (N=5)	Total (N=62)
A. Common definitions for faculty data elements	68%	54%	60%	60%
B. Common methodologies for determining faculty workload (including teaching load, contact hours, research effort)	77%	80%	80%	79%
C. Structures for multi-state data sharing of faculty data	50%	54%	40%	52%
D. Technical assistance to set up faculty data system/develop software	27%	17%	20%	21%
E. Access to existing national data sets of faculty for comparative purposes	64%	71%	60%	68%
F. Other	14%	3%	0%	6%



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